



Washington Restoration Framework

Washington Military Department
Emergency Management Division

October 2021

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Promulgation

The Washington Restoration Framework (WRF) provides a structure for how Washington State addresses recovery from a wide variety of disasters which impact the people, property, economy, infrastructure, environment and institutions of Washington State. Local, state, federal and tribal governments will immediately take action to save lives, mitigate the incident and initiate recovery actions. The WRF facilitates a coordinated process to plan and implement revitalization and long-term recovery efforts essential to improving livelihoods and restoring vitality in the affected communities.

Implementation of the WRF requires direct and extensive collaboration and information sharing across all levels of government, between the public and private sectors and with all people in Washington State. I hope the full activation of the organizational structures contained within the WRF is not necessary; however, should a disaster occur necessitating this action, I ask for the cooperation and support of state agencies in returning our home and state to national and international prominence.

 1/20/22

Bret D. Daugherty

Date

Major General

The Adjutant General

Washington Military Department

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Washington Restoration Framework

Executive Summary

Executive Summary

The Washington Restoration Framework (WRF) outlines the partnerships and organizational structures necessary to successfully manage a flexible and scalable recovery. The WRF:

- Provides a platform for agencies and organizations to coordinate, communicate and collaborate with one another to deliver resources efficiently, effectively and equitably.
- Provides a framework to support local and tribal recovery planning efforts, allowing for increased opportunities to coordinate across all levels of government following a disaster.

Using the Federal Emergency Management Agency’s (FEMA) *National Disaster Recovery Framework* (NDRF) as guidance, the WRF is consistent with current federal emergency management doctrine. Additionally, the WRF incorporates lessons learned from recent major disasters, best practices from other states and principles and concepts recommended by academic and professional planning organizations. It outlines key roles involved in the recovery process and describes state agency responsibilities as they relate to fulfilling specific tasks in support of the Recovery Core Capabilities. *The Recovery Core Capabilities are:*

- | | |
|-----------------------------------|-----------------------------------|
| 1. Planning | 5. Economic Recovery |
| 2. Public Information and Warning | 6. Health and Social Services |
| 3. Operational Coordination | 7. Housing |
| 4. Infrastructure Systems | 8. Natural and Cultural Resources |

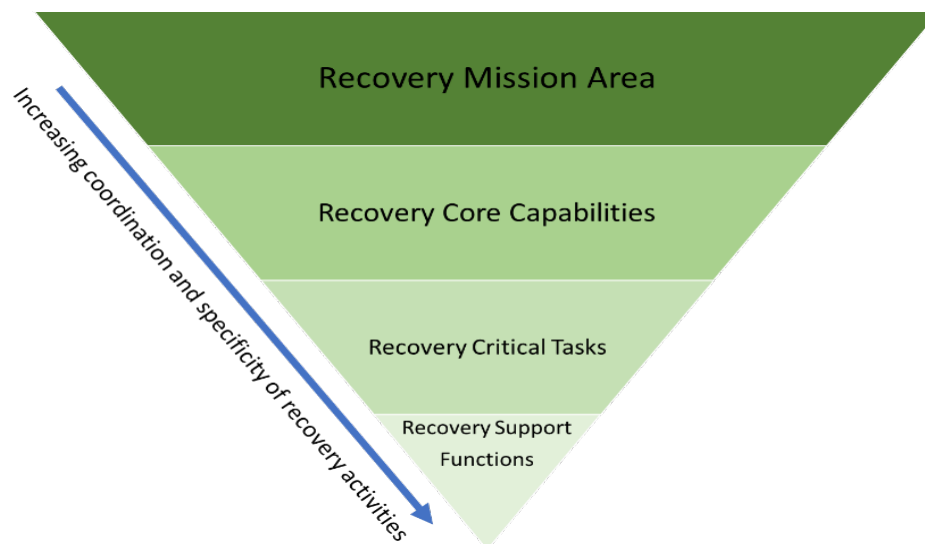


Figure 1: Hierarchy of Recovery in Emergency Management



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The WRF provides recovery planning guidance to local and tribal jurisdictions. This guidance allows local and tribal jurisdictions to develop and update their recovery plans or frameworks in a way that improves coordination across all levels of government as well as with nongovernmental partners. This document includes recovery planning templates, recovery considerations and recommendations to support recovery planning efforts across the state. Case studies from local disasters describe the recovery process and provide recovery lessons learned for jurisdictions to consider during their own planning process. By developing recovery plans pre-disaster, Washington State becomes more disaster resilient.

Recovery is the responsibility of the local or tribal jurisdiction. It begins with response and can continue for weeks to years depending on the disaster. The state's role in the recovery process is to coordinate resources, provide technical planning assistance and offer recovery support as requested. The WRF describes how the state organizes for recovery from small to large incidents and outlines common state and federal recovery assistance programs.

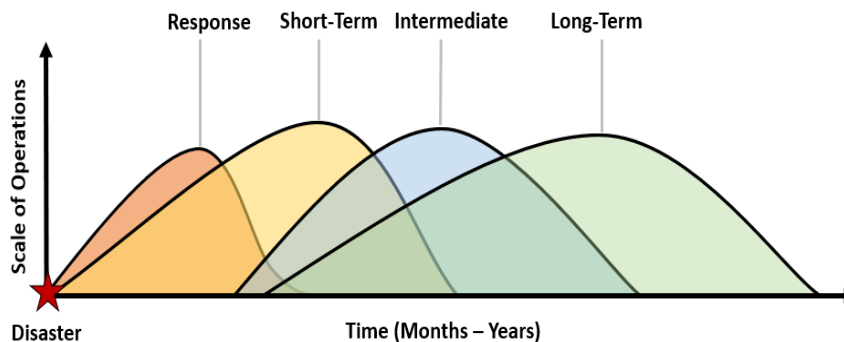


Figure 2: Recovery Continuum

There are eight Recovery Support Functions (RSFs) described within the WRF annex. The RSFs outline detailed purpose, objectives, state agency roles and responsibilities and programs to support key functional areas of recovery. Acting as the operational component of the WRF, they are a platform to facilitate coordination and resource allocation among federal, state, local and tribal governments and other private and nonprofit entities involved in recovery. Finally, they are the delivery mechanism for addressing specific Critical Tasks tied to each Recovery Core Capability, aligning with the Federal recovery structure for improved integration. *The eight RSFs are:*

1. Housing
2. Economic
3. Cultural and Historic Resources
4. Natural Resources
5. Infrastructure Systems
6. Social Services
7. Health Services
8. Community Planning and Capacity Building



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Acknowledgments

The Washington Restoration Framework (WRF) was developed with significant support by a diverse multi-agency project team, led by the Washington Emergency Management Division (EMD). This multi-year effort to establish a pre-disaster statewide recovery framework could not have been accomplished without the invaluable and tremendous support of numerous stakeholders and partners. The WRF was developed through several engagement strategies including workshops, in-person meetings, phone interviews, exercises and surveys. These engagement strategies involved discussions with hundreds of individuals representing local, state, tribal and federal government, as well as individuals from the private and nonprofit sectors. Extensive research was conducted on local, state and national lessons learned from past disasters, existing recovery plans and frameworks and from recovery planning guidance documents. Recovery lessons learned from actual incidents also contributed to the development of the WRF.

Washington EMD sincerely appreciates the statewide cooperation and support of the many individuals, agencies, departments and organizations that contributed to this project. The WRF was developed through the support of the following key stakeholders:

Washington Restoration Framework Steering Committee

City of Tacoma Emergency Management	Snohomish County Department of Emergency Management
Department of Agriculture	Spokane County Department of Emergency Management
Department of Archaeology and Historic Preservation	Squaxin Island Tribe
Department of Commerce	The Salvation Army
Department of Ecology	Thurston County Emergency Management
Department of Health	University of Washington
Department of Social and Health Services	Washington State Historical Society
Emergency Management Division	Washington State Office of the Attorney General
Federal Emergency Management Agency	Washington Voluntary Organizations Active in Disaster
Sauk-Suiattle Indian Tribe	



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WRF Steering Committee Meetings

- May 5, 2017
- February 7, 2018
- March 28, 2018
- May 2, 2018
- August 1, 2018
- December 5, 2018
- February 6, 2019
- March 6, 2019
- June 26, 2019
- August 14, 2019
- September 25, 2019
- October 30, 2019
- December 18, 2019
- January 29, 2020
- March 31, 2021
- April 26, 2021
- May 26, 2021
- June 30, 2021

Additional support, outreach and communication was conducted with representatives from the following agencies, boards, offices, commissions, advocacy groups and other organizations through a wide variety of formal and informal means:

Federal Government Agencies/Departments

U.S. Department of Agriculture

U.S. Department of Commerce

U.S. Department of Health and Human Services

U.S. Department of Homeland Security – Federal Emergency Management Agency

U.S. Department of Homeland Security – Office of Infrastructure Protection

U.S. Department of Housing and Urban Development

U.S. Economic Development Administration

U.S. Small Business Administration

State Government Agencies/Departments/Boards/Commissions/Other

Department of Children, Youth, and Families

Department of Commerce - State Energy Office

Department of Employment Security

Department of Enterprise Services

Department of Financial Institutions

Department of Fish and Wildlife

Department of Labor and Industries

Department of Licensing

Department of Natural Resources

Department of Revenue

Department of Services for the Blind



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Department of Transportation	Washington State Arts Commission
Department of Veterans Affairs	Washington State Building Code Council
Governor's Office of Indian Affairs	Washington State County Road Administration Board
Office of Financial Management	Washington State Emergency Management Council
Office of Superintendent of Public Instruction	Washington State Health Care Authority
Office of the Attorney General	Washington State Housing Finance Commission
Office of the Deaf and Hard of Hearing	Washington State Independent Living Council
Office of the Governor	Washington State Independent Living Council – Coalition on Inclusive Emergency Planning
Office of the Insurance Commissioner	Washington State Patrol
Office of the Secretary of State - State Archives	Washington State Pollution Liability Insurance Agency
Puget Sound Partnership	Washington State University
Recreation and Conservation Office	Washington Technology Solutions
State Conservation Commission	Workforce Training and Education Coordinating Board
State Council on Aging	
State Parks and Recreation Commission	
University of Washington Libraries	
Utilities and Transportation Commission	
Washington Service Corps	



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Local Government Agencies/Departments/Organizations/Other

City of Seattle Human Services Department	Okanogan Conservation District
City of Seattle Office of Emergency Management	Okanogan County Economic Alliance
City of Tacoma Emergency Management Division	Pierce County Department of Emergency Management
Clark Regional Emergency Services Agency	Pierce County Economic Development Department
Columbia River Economic Development Council	Port of Bellingham
Economic Development Alliance of Skagit County	Port of Douglas County
Economic Development Alliance Snohomish County	Portland Bureau of Emergency Management
Ferry County Conservation District	Renton Chamber of Commerce
Grant County Emergency Management Division	Renton Office of Emergency Management
Greater Spokane Emergency Management	Seattle Office of Emergency Management
King County Office of Emergency Management	Skagit County Conservation District
Kitsap County Department of Emergency Management	Skamania Economic Development Council
Kittitas County Chamber of Commerce	Snohomish Conservation District
Klickitat County Economic Development Department	Snohomish County Department of Emergency Management
Lewis County Conservation District	Spokane Regional Health District
Lincoln County Economic Development Council	Stevens County Conservation District
Mt. Baker Chamber of Commerce	Thurston County Emergency Management
	Tri County Economic Development District
	Walla Walla County Emergency Management
	Whatcom Conservation District



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Whatcom County Division of Emergency Management

Whidbey Island Conservation District

Non-Governmental/Private/Nonprofit/Associations/Other Organizations

American Indian Health Commission

American Planning Association

Association of Washington Housing Authorities

Burke Museum of Natural History and Culture

Chumstick Wildfire Stewardship Coalition

Clallam Economic Development Corporation

Flowery Trail Community Association

LeadingAge Washington

Northwest Healthcare Response Network

Northwest Museum of Arts and Culture

Okanogan County Long Term Recovery Group

Pacific Northwest Economic Region

Planning Association of Washington

Region IV Healthcare Preparedness Alliance

Regional Emergency and Disaster Healthcare Coalition

Whitman County Emergency Management

Yakima County Development Association

The American Red Cross

United Methodist Committee on Relief

United Way

Washington Association for Community Health

Washington Association of Area Agencies on Aging

Washington Economic Development Association

Washington Fire Adapted Communities Learning Network

Washington Health Care Association

Washington Museum Association

Washington Resource Conservation & Development Council

Washington State Hospital Association

Washington State Pharmacy Association

Washington State Voluntary Organizations Active in Disasters

Washington Trust for Historic Preservation - Washington Main Street



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Introduction

Purpose

The Washington Restoration Framework (WRF) establishes the organizational structures for Washington State to effectively restore essential services following a disaster. The WRF clarifies responsibilities and processes to ensure disaster recovery activities are coordinated to address community needs following an incident or disaster of any type and magnitude. The WRF and associated annexes describe specific roles, responsibilities and programs of state agencies and other key stakeholders based on existing authorities, resources and statutory requirements. The WRF also provides a framework for state, local, tribal and whole community coordination and cooperation supporting pre-disaster recovery planning guidance and post-disaster recovery efforts.

The National Preparedness Goal, defined as a result of the Presidential Policy Directive-8 (PPD), establishes 32 Core Capabilities across five Mission Areas (Protection, Prevention, Mitigation, Response and Recovery) to address the greatest risks to the Nation. The WRF supports the delivery of the eight Recovery Core Capabilities in the Recovery Mission Area as noted in the table on the following page. The Planning, Public Information and Warning and Operational Coordination are addressed across all mission areas. The Recovery Core Capabilities represent the basic targets to address in any disaster to restore and recover communities in a resilient manner. The WRF provides the organizational means of accomplishing the Recovery Core Capabilities working through a whole community approach.

Recovery Mission Area	
Core Capabilities	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational and/or tactical-level approaches to meet defined objectives.
Public Information and Warning	Deliver coordinated, prompt, reliable and actionable information to the whole community through the use of clear, consistent, accessible and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.



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Recovery Mission Area	
Core Capabilities	
Operational Coordination	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats and efficiently restore and revitalize systems and services to support a viable, resilient community.
Economic Recovery	Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
Health and Social Services	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
Housing	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
Natural and Cultural Resources	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.

Table 1: Recovery Mission Areas

Scope

In Washington State, local and tribal governments are responsible for planning and managing community response and recovery, in partnership with non-governmental stakeholders and with the technical support of state agencies. Based on the incident type, scope and magnitude, sections or all of the WRF may activate. Each section provides context for how the whole community works together to restore, redevelop and revitalize the health, social, economic, physical, natural and environmental fabric of the community. The WRF clarifies the state’s role during recovery and provides a framework to support the initial recovery planning efforts of



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local and tribal governments across the state. Recovery is achieved in part by restoring not only the physical infrastructure and built environment, but also by restoring the vital services that are essential to the very fabric of a functional community. Therefore, this document is a *framework* that focuses on providing pre-disaster recovery planning guidance and, during a disaster, coordinating *restoration* activities in the state to support local jurisdictions as they develop and execute actions in an incident-specific *recovery plan*.

The WRF introduces eight Recovery Support Functions (RSFs) which are annexes to the framework and outline a detailed purpose, objectives, state agency roles and responsibilities and programs to support key functional areas of recovery. The RSFs are the operational component of the WRF and act as a platform to facilitate coordination and resource allocation among federal, state, local and tribal governments and other private and nonprofit entities involved in recovery.

The WRF augments, not replaces, the activities outlined in the Emergency Support Function 14 Long-Term Recovery (ESF 14) annex of the Washington Comprehensive Emergency Management Plan (CEMP). Additionally, the WRF does not supersede continuity of business, continuity of operations (COOP) or any other roles and responsibilities outlined in the CEMP, the CEMP annexes and individual state agency plans.

The WRF is intended to be used by local and tribal governments in Washington State to facilitate pre-disaster recovery planning efforts and support initial post-disaster recovery operations. Portions of the WRF may be applicable in an incident that does not meet a Presidential Emergency or Major Disaster Declaration (PDD). The WRF is flexible and scalable to integrate with the federal, tribal and local agencies involved in the incident regardless of the incident type, scope and magnitude and the recovery operational structures in place.

Authorities & Policies

Washington's local jurisdictions and tribes are responsible for disaster response and recovery. The WRF functions as a foundational document to complement federal, state, local and tribal level recovery plans by consolidating recovery resources and clarifying roles. The state recognizes the primacy of local and tribal governments and supports local recovery efforts at their request, which may include the Governor exercising their emergency powers. Local and tribal governments are encouraged to consult with their legal advisors in identifying the authorities and policies pertaining to emergencies and disasters in their jurisdiction.

State agencies will conduct recovery actions in accordance with their existing legal authorities. The authorities and policies listed below are *some* of the key legal provisions that dictate state



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agency and emergency management functions and activities in the state. This list is not exhaustive.

Revised Code of Washington (RCW)

- **38.52, Emergency Management**
Provision for the administration of a comprehensive emergency management plan for the state of Washington, to include all state agencies, departments, institutions of higher education, commissions, boards and councils.
- **38.56.020, Intrastate Mutual Aid System – Established**
Outlines the establishment of the intrastate mutual aid system which is established to provide aid in an emergency to political subdivisions and federally recognized Indian tribes that choose to contribute as member jurisdictions. Mutual aid is requested or provided to each other during response, mitigation or recovery activities related to the emergency or during participation in drills or exercises in preparation for an emergency.
- **39.26.130, Public Contracts and Indebtedness, Emergency Purchases**
Outlines emergency purchasing policies and procedures for state agencies.
- **43.06, Governor’s Emergency Powers**
Requirements and details for making a proclamation of a state of emergency and general powers and duties of the Governor.
- **43.21F, State Energy Office**
Establishment of the State Energy Office (Department of Commerce) and purpose.
- **43.21F.045, Duties of Department**
Transfer of powers and duties relating to energy education, applied research, technology transfer and energy efficiency in public buildings.
- **43.21G, Energy Supply Emergencies, Alerts**
Establishes necessary emergency powers for the Governor in issuing energy emergencies and energy alerts and defines the situations under which such powers are to be exercised.
- **43.220, Washington Conservation Corps**
Provides the definition, powers and duties of the Washington Conservation Corps, administered by the Department of Ecology in partnership with the Departments of Natural Resources and Fish and Wildlife, the State Parks and Recreation Commission and other agencies and nonprofit organizations, when appropriate.



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- **43.376, Government-To-Government Relationship with Indian Tribes**
The state agencies must make reasonable efforts to coordinate with Indian tribes in the development of policies, agreements and program implementation that directly affect Indian tribes, designate a tribal liaison and submit an annual report to the Governor.
- **43.70.680, Department of Health, Volunteers for emergency or disaster assistance**
Details the activation of qualified volunteers to aid in the response to an incident requiring health care providers.
- **43.105.006, Washington Technology Services (WaTech)**
Establishes “the consolidated technology services agency” in the state.
- **43.155.065, Emergency Public Works Projects**
Establishes low-interest or interest-free loans for emergency public works projects.
- **48.02.060, Office of Insurance Commissioner General Powers and Duties – State of Emergency**
Details the authority and duties of the commissioner following a Governor’s proclamation of a state of emergency.
- **49.60, Discrimination – Human Rights Commission**
Guides the coordination and delivery of recovery resources to include the incorporation of all communities.
- **70.15, Uniform Emergency Volunteer Health Practitioners Act (UEVHPA)**
During a state-declared emergency, the Department of Health may limit, restrict, or regulate volunteer health practitioners (individuals licensed under the laws of the UEVHPA or another state and provide health or veterinary services). The act allows licensed health professionals from another state provide services in Washington during an emergency without having to seek a Washington license.

Washington Administrative Code (WAC)

- **118-30, Military Department (Emergency Management)**
Establishes the criteria for evaluating local emergency management/services organization, plans and programs to ensure consistency with the state comprehensive emergency management plan and program. Establishes the responsibilities of local jurisdictions (political subdivisions) to develop, promulgate and submit a comprehensive emergency management plan. Among other components, establishes that this plan shall include a functional description of how recovery actions will be addressed and financed.



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Federal Laws & Authorities

- **Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121)**
This act provides financial federal assistance in the form of grants for disaster survivors and local jurisdictions and tribal governments.
- **Public Law 110-325, Americans with Disabilities Act (ADA)**
The ADA Amendments Act of 2008 clarifies congressional intent and establishes a national mandate for the elimination of discrimination. In the context of disasters, recovery assistance cannot be withheld or denied in any way on the basis of disability.
- **Title 44, Code of Federal Regulations (CFR), Emergency Management and Assistance**
 - Part 9, Floodplain Management and Protection of Wetlands
 - Part 10, Environmental Considerations
 - Part 11, Claims
 - Part 13, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments
 - Part 201, Mitigation Planning
 - Part 204, Fire Management Assistance Grant Program
 - Part 206, Federal Disaster Assistance
- **40 CFR section 1500-1508, National Environmental Policy Act**
Concerns regulations for implementing the procedural provisions of the National Environmental Policy Act (NEPA).

Important Policies

- **Centennial Accord between the Federally Recognized Indian Tribes in Washington State and the State of Washington**
The purpose of the accord is to provide a framework for achieving mutual goals through an improved collaborative relationship between Washington State and the federally recognized Indian tribes.
- **Washington Military Department, Department Policy No. HR-216-04, Disaster Reservist Program**
The purpose of this policy is to provide structure and guidance for the utilization and training of Disaster Reservists supporting disaster and emergencies covered by a Gubernatorial, Presidential and/or Stafford Act declaration.



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Situation Overview

Pre- and post-disaster recovery coordination is essential to deliver resources to affected communities. Pre-disaster recovery planning is focused on identifying stakeholders and partners within the whole community that may support recovery. Post-disaster recovery is the process of coordinating, communicating and collaborating, to facilitate the delivery of recovery resources to the community in support of their recovery.

Washington State and its communities are highly vulnerable to manmade and natural disasters. In general, a significant amount of resources are applied to the response operations of an incident, with limited resources dedicated to the recovery phase. Although disaster recovery is gaining the attention of emergency management planners and professionals across the country, there remain enormous gaps in recovery planning. Except for some of the larger urban regions and populated counties, the majority of communities in Washington State do not have a pre-disaster recovery plan. Nevertheless, pre-disaster recovery planning significantly improves state and local capacity to recover from an incident. Emergency management and planning departments in the state have limited capacity and resource availability to allocate to recovery planning. Prevention, preparedness, mitigation and response often receive far greater attention than recovery. However, in every disaster, locals are responsible for leading and continuing the recovery process in their communities long after federal and state agencies, nonprofit organizations and faith-based organizations provide support.

Although the state has observed an increase in recent years in the number of state deliveries and local requests for pre-disaster recovery planning courses, there are few recovery trainings offered annually in the state. Response-focused training, exercise and plan development or maintenance greatly outnumbers recovery-focused planning events. Recovery is not fully addressed in many of the exercises at the state, local and tribal government levels. Additional guidance is needed on how to exercise recovery. Several recovery planning guidance documents have been developed and published at the national level by federal agencies and non-governmental organizations. However, the recommendations in published federal recovery planning guides have not yet been widely adopted across state, local and tribal governments.

Post-disaster recovery programs are situation-dependent and rely on the governmental and non-governmental agencies' ability to coordinate information and resources. As is true in disaster response, the state's role in recovery is to coordinate information and resources to support local requests for assistance. Following a disaster, there are numerous questions and concerns that arise pertaining to how the community is going to recover. The key recovery "themes" are typically: housing, economic recovery, infrastructure systems, natural and cultural resources, health services, social services, land use planning and community resilience planning.



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Each of these themes present their own challenges during the short, intermediate and long-term recovery timeframe of a disaster. Below are some concerns that often arise within a community following a disaster:

- What resources are available to support survivors throughout their recovery? (finance)
- Who is staying in the community and who has decided not to return? (economic)
- What businesses are open? What businesses are permanently closed? (economic)
- How can we rebuild resiliently? (land management, building & zoning codes, mitigation)
- Who is to blame? (legal)
- What do we want the “new normal” to look like? Are there opportunities to incorporate mitigation and build resilience? (community planning)
- Will we need to identify temporary housing locations and build replacement housing? (housing)
- What are the impacts to critical infrastructure and how long will it take to restore or replace? (infrastructure systems)
- What are the impacts to the natural and cultural resources in the community and how will that impact the health and well-being of our community? (natural and cultural resources, health services)
- How has the incident impacted social services and community functions? What are the long-term mental and behavioral health concerns? (social services, health services)

The answers to many of these questions are specific to the type and scope of the incident. Government plays a critical role in leading and supporting the impacted community through the recovery process. At the same time, long-term recovery groups and organizations form to assist community members with their own individual recovery needs. The government-led community recovery efforts often occur separately but in parallel with the community-led long-term recovery groups. As a result, a myriad of government and nongovernment agencies, faith-based organizations, philanthropic groups, for-profit and nonprofit entities, community service organizations and more create a complex web of post-disaster recovery assistance. Pre-disaster recovery planning can alleviate some of this complexity by identifying the agencies, departments or groups that may be able to support the community and/or individual recovery process following a disaster and clarifies their roles. Reducing the complexity of disaster recovery ultimately creates a more efficient, effective and equitable recovery.



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Planning Assumptions

Recovery begins immediately with incident response and can continue for weeks, months or years after the response phase is complete.

ESF 14 or the Recovery Branch, if established, is responsible for gathering Initial Damage Assessments (IDAs) from local jurisdictions and supports the transition from response to recovery.

Local jurisdictions and tribes are responsible for recovery from local emergencies and disasters, including organizing and training local staff.

Incidents are typically managed at the lowest possible geographic, organizational and jurisdictional level.

Existing state and local laws and regulations will play a role in disaster recovery. Local jurisdictions (political subdivisions) will comply with the intent of Chapter 38.52 Revised Code of Washington (RCW) and Washington Administrative Code (WAC) 118.

Short and long-term recovery priorities established by local and tribal governments are driven by local Initial Damage Assessments (IDAs) and information is communicated by local and tribal governments to the appropriate county or tribal emergency management office and shared with ESF 14 and the EMD Public Assistance and Individual Assistance recovery section.

While recovery is locally driven, communities differ significantly in their preparation to plan for or enact recovery operations. Local governments request disaster recovery assistance from the state when recovery needs exceed local government resource capabilities.

The state has a role in supporting whatever the local posture of recovery may be. State support may range from minimal support (e.g., facilitating recovery grants) to very active and engaged support (e.g., staff on the ground working with the community to stand up and execute the recovery operation).

A Governor-proclaimed State of Emergency may trigger additional recovery support by state agencies. State agencies may be directed or asked by the Governor to assist recovery efforts by implementing programs, providing certain waivers, easing restrictions or re-allocating funds and resources.



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Pre-disaster recovery planning significantly improves the ability for a community to recover.

Mitigation plays an essential role in the recovery process and provides an opportunity to help build community resilience.

Federal assistance may become available for disaster recovery operations under the provisions of the National Response Framework and the Stafford Act, Public Law 93-288, as amended. Federal agency resources and expertise are used to augment local and state recovery activities that are beyond the state and local government capacities.

The Washington State Voluntary Organizations Active in Disaster (WA-VOAD) is an association of organizations and government partners that provide disaster-related services to individuals in Washington State. WA-VOAD and other private and nonprofit entities are essential to supporting the immediate and long-term needs associated with disaster recovery.

Federal assistance may not be available to local governments if the Stafford Act thresholds are not met to receive a Presidential Emergency or Major Disaster Declaration (PDD), which will pose additional challenges and hardships on local communities and the state. Therefore, it is essential for recovery coordination structures and plans to address scenarios where a PDD request is approved and non-PDD scenarios.

To achieve an efficient and effective recovery, all levels of government, non-government and the private sector must work together.

Disaster recovery requires the coordination of multiple stakeholders working in closely related activities. Recovery is most successful when organizations involved have processes in place to share information, collaborate on projects and identify and fill gaps in services.

The WRF identifies the stakeholders, stakeholder roles and the processes by which they work together to support pre-disaster resilience and post-disaster recovery projects.

The WRF recovery concepts and guiding principles are always active. Portions or all of the WRF's operational components (i.e., Recovery Support Functions) may be activated to support disaster recovery operations.



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The WRF is flexible and scalable to provide interagency structures and processes applicable to varying incident magnitudes and integrate with pre-existing or newly formed task forces, committees or otherwise coordinating body.

The coordinating, primary and supporting state agencies, departments and local entities will provide recovery technical assistance and/or programming within existing policy, regulatory, authority and financial constraints.

Guiding Principles

Leverageable

To the extent possible the WRF aims to support rather than supplant, any existing groups, committees or other organizations that already provide disaster recovery resources through collaborative means. The WRF intends to leverage the resources and connections made pre-disaster to support the restoration in the new post-disaster environment.

Flexible

The WRF will remain flexible to incorporate additional entities that wish to participate in the recovery efforts and are not listed specifically in the framework. Additionally, the WRF recognizes roles and responsibilities may change over time or based on the circumstances of the incident and adjusts to the recovery priorities accordingly.

Scalable

The WRF maintains the ability to be implemented for incidents that do not warrant a PDD, but may result in a Governor's Proclamation or local emergency proclamation. The WRF may also be implemented in major or catastrophic incidents where a PDD is approved. The WRF and associated Recovery Support Functions are activated based on the recovery needs regardless of a state of emergency or other disaster declaration.

Recovery is Subjective

The definition of recovery may mean different things depending on who is asked and how they were directly or indirectly affected by the disaster. The WRF focuses on building upon the immediate life safety and property preservation activities that occur during response and restoring essential services in order to support local recovery.



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Whole Community

Recovery is a complex process involving numerous federal, state, local and tribal government agencies and departments, nonprofits, private entities, faith-based organizations and individuals. The WRF was created with the understanding that an effective and efficient recovery involves incorporating all members of the community in the recovery process.

Existing Authorities

The WRF outlines roles and responsibilities of state agencies based on existing legal authorities. The WRF does not assign any role or responsibility to any entity involved in this recovery process. Rather, the WRF provides the framework for entities to coordinate, provide guidance and technical assistance and leverage resources to support the impacted jurisdiction. The WRF captures the programs, resources and funding that may be available to support the recovery efforts.

Recovery Starts Local

Washington's local jurisdictions and tribes are responsible for leading their recovery from disaster. The state's role in disaster recovery depends on the local jurisdictions capacity to manage recovery and the complexity of the incident. In general, the state will function as a coordinating entity for state and federal resources and to facilitate relationships between jurisdictions, agencies and private organizations.



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Concept of Operations

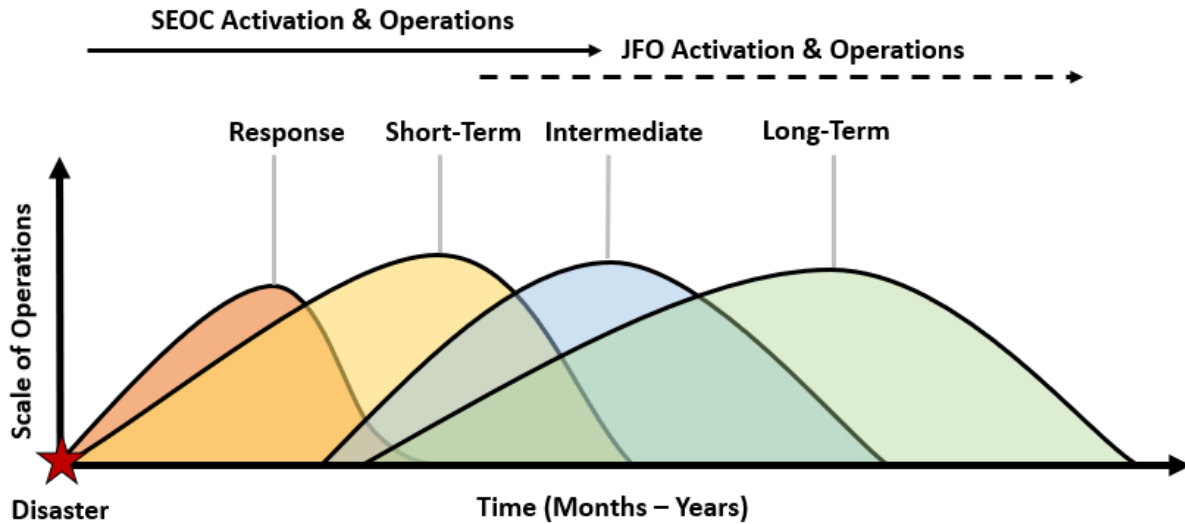


Figure 3: Recovery Continuum

General

Recovery begins with the initial response operations. ESF 14 is activated during incidents where recovery may require the coordination of multiple jurisdictions or agencies, where the local jurisdiction lacks the capacity to manage recovery without technical assistance and has subsequently requested support or during any incident where a PDD may be requested by the state. ESF 14 is responsible for coordinating initial recovery operations and facilitating collaboration and information sharing among state and federal agencies. ESF 14 captures recovery-specific information to develop a common operating picture and support the recovery priorities set by the local jurisdiction(s) and/or tribe(s). Additionally, ESF 14 plays a major role in supporting the transition from response to recovery operations.

Response and recovery operations occur simultaneously in the State Emergency Operations Center (SEOC), following the same operational period. The SEOC Supervisor and the Operations Section Chief determine based on span of control if a Recovery Branch is needed. The Recovery Branch typically consists of a Recovery Unit, Individual Assistance Unit and a Public Assistance Unit. Any activated Recovery Support Functions (RSFs) are coordinated by ESF 14 or the Recovery Branch, if established. The Recovery Branch Director identifies which RSFs need to be activated, if any. The recommendation to activate an RSF is accomplished in coordination with



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the SEOC Supervisor, the Operations Section Chief and the RSF Primary agency or agencies. The RSFs remain activated until state recovery objectives are met and local or tribal support is no longer requested. RSFs provide the coordinating platforms for facilitating recovery activities in the SEOC while response operations are occurring simultaneously. The recovery activities will take place within the SEOC, JFO or alternate location to include virtual support options. The Recovery Branch Director is responsible for supervising branch operations and acting as a conduit for information between the SEOC and state recovery operations. As the response operations diminish and a Joint Field Office (JFO) is established, RSFs may transition recovery operations to the JFO or alternate location, depending on the incident scope and magnitude. The transition from ESF activities to RSF activities is supported by the Recovery Branch, ESF 14 Lead and the Planning Section. The transition to recovery and the ESF to RSF connection is further described in subsequent sections of this document.

For most incidents, policy issues related to response and recovery operations are the responsibility of the State Multi-Agency Coordination Group (MAC Group). However, a MAC Group is not established in every incident. The MAC Group facilitates state government coordination in response to and recovery from disasters within the SEOC. State agencies, boards, commissions and select federal, local and tribal government officials may be asked to provide expertise and policy coordination of recovery actions that fall within their responsibility of authority through the MAC Group.

When a Presidential Disaster Declaration is declared, the Governor appoints a State Coordinating Officer (SCO) to coordinate state government response and recovery operations. Based on the disaster scope and magnitude, the SCO may designate a Deputy State Coordinating Officer (DSCO) or multiple DSCOs. The SCO and DSCO interface with the Federal Coordinating Officer (FCO), establish priorities and facilitate recovery policy discussions. The Unified Coordination Group (UCG) includes the SCO and the FCO to discuss how federal resources can best support the incident response and initial recovery.

In a major or catastrophic disaster, a recovery policy group – the “Washington Recovery Group” focused specifically on addressing state-level recovery policies and supporting long-term recovery may be established. The Washington Recovery Group (WRG) is a policy-level group consisting of state agency directors or fully authorized representatives and senior elected officials to support recovery efforts. The Governor activates the WRG when it is determined that a more focused coordination of recovery efforts is warranted beyond what the MAC Group provides. The WRG is led by the State Disaster Recovery Coordinator (SDRC) or a chairperson who is a Governor’s Authorized Representative (GAR), at the direction of the Governor. The SDRC is responsible for coordinated with the Federal Disaster Recovery Coordinator (FDRC) and



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other staff leading recovery efforts at the federal, state, local and tribal government levels. The SCO remains the primary lead for coordinating all state response and recovery operations.

Office of the Governor

The Office of the Governor plays an integral part in disaster recovery operations. The Governor is the ultimate authority for directing state recovery activities and setting priorities. The Governor's office can further recovery efforts by removing governmental inhibitors and issuing general policy statements or directives through executive orders. The degree to which the Governor is involved in the recovery efforts depends on the magnitude of the disaster. Most incidents do not require the Governor's everyday involvement, except to proclaim a state of emergency and to subsequent amendments and additional orders pursuant to [RCW 43.06.010](#). Alternatively, major disasters may result in the Governor requesting a Presidential Disaster Declaration (PDD) and/or a U.S. Small Business Administration (SBA) disaster declaration. In situations where a PDD is approved, the Governor appoints a SCO to manage the initial response and recovery efforts and coordinate with federal agencies. The Governor may select multiple individuals as GARs to provide support including appointing a DSCO – Recovery position.

The Governor may direct the Executive Cabinet and Small Agency Cabinet to support local recovery efforts of the requesting jurisdictions by coordinating state efforts in support of the state's economy, housing, infrastructure, health and social services and natural and cultural resources, based on existing resources, programs and authorities. The Governor may also ask the independent state agencies, boards and commissions to participate in the coordination of recovery resources and provide support. Additionally, one or more "Community Leaders Groups" may be established by the Governor to act in an advisory capacity to the Governor and their executive team on disaster-specific impacts and recovery efforts. Past examples of these community groups include: Safe Work and Economic Recovery, Social Supports and Public Health and Health Care Systems. These groups typically hold listening sessions with the community to develop a set of budget and policy recommendations for the Governor.

A major or catastrophic disaster will require a significant amount of involvement by the Governor's office, legislative officials and the federal government. The Governor may shift state resources and funding to meet the recovery needs, in accordance with state law. The Governor may also call for a special legislative session to address long-term recovery issues and request additional funding and/or authorizations. The Governor furthers long-term recovery efforts by setting the overall tone of the state's recovery efforts and requesting financial support from Congress and additional resources from the federal government. A major or catastrophic disaster may necessitate the appointment of a State Disaster Recovery Coordinator, as



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recommended by the National Disaster Recovery Framework (NDRF). The Governor may establish a recovery-specific policy group for addressing long-term recovery issues – the Washington Recovery Group.

Washington Recovery Group Chair/State Disaster Recovery Coordinator (SDRC)

The Governor may appoint an individual to lead the state’s recovery efforts following a major or catastrophic disaster. The primary role of this position is to manage and coordinate a strategic plan for the long-term recovery of the state and engage with the public to provide transparency throughout the recovery process. This person would be responsible for leading the Washington Recovery Group, when established. The Washington Recovery Group Chair position could be filled by someone with a background in emergency management, but it is not a requirement and may be more beneficial to select an individual from outside the emergency management field. For example, a senior state agency official or representative from the Office of the Governor may fill this position. The ideal candidate for this position is an individual with executive leadership, policy and public administration experience. It should also be someone who is able to foster positive working relationships in the public, private and non-governmental sectors.

The Washington Recovery Group Chair may also fill the role of the State Disaster Recovery Coordinator (SDRC). The SDRC is a leadership position recommended by the NDRF and is responsible for organizing, coordinating and advancing the recovery mission at the state level. The SDRC coordinates the state’s long-term recovery activities and facilitates federal assistance by interfacing with the SCO and the DSCO(s), in coordination with the FCO. If established, the SDRC also coordinates with the FEMA-appointed Federal Disaster Recovery Coordinator (FDRC), who reports to the FCO and other key recovery leadership at the federal, state, local and tribal levels of government. The State Coordinating Officer (SCO) or Deputy SCO (DSCO) may fulfill the role of the SDRC based on the scope and magnitude of the incident and the anticipated recovery needs.

Appendix D contains additional roles and responsibilities of the SDRC position. The Federal Emergency Management Agency’s (FEMA) [*Pre-Disaster Recovery Planning Guide for State Governments*](#) further describes the SDRC position.

State Coordinating Officer

In situations where a PDD request has not yet been approved, EMD’s Operations Unit Manager is responsible for coordinating with federal partners. Following a Presidential Emergency or Major Disaster Declaration (PDD), a FEMA-State agreement identifies the State Coordinating



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Officer (SCO), Governor’s Authorized Representative (GAR) and Deputies to manage and coordinate state emergency response and recovery efforts. The SCO is a Governor-designated individual who works in cooperation with the FCO to administer all response and recovery assistance in accordance with the Stafford Act. The SCO is authorized, under RCW 38.52, to commit any and all state resources necessary to cope with the emergency or disaster. The SCO also has the delegated administrative authority to direct all state, regional and local agencies, including law enforcement agencies, to identify personnel needed from those agencies to assist in meeting needs created by the emergency.

Upon an approved PDD, the SCO:

- Interfaces with the FCO to direct federal disaster recovery activities
- Directs recovery activities for state departments and agencies
- Integrates state, federal, local and voluntary agencies’ recovery actions
- Establishes recovery priorities
- Provides executive co-leadership for the Unified Coordination Group and the Joint Field Office state staff
- Reports to the Governor and the Washington Emergency Management Division Director

Appendix E contains additional position roles and responsibilities for SCO position.

Deputy State Coordinating Officer

In a Presidentially declared emergency or major disaster, to maintain span of control, the SCO may designate one or more Deputy State Coordinating Officers (DSCOs). The DSCO positions may be established to oversee the implementation of the federal Public Assistance, Individual Assistance and Mitigation programs should a PDD request be approved for the state and additional coordination needed. The DSCO positions allow for the SCO to focus on response operations which occur concurrently with the initial recovery operations. The DSCOs are responsible with managing the recovery operations at the state level and for facilitating coordination with relevant state and federal agencies and the requesting jurisdiction(s). The DSCOs remain activated for the disaster until completion of the state-level recovery operations, in coordination with the requesting jurisdictions. All DSCOs report directly to the SCO.

Appendix F contains additional position roles and responsibilities for DSCO position.



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Tribal Disaster Recovery Coordinator

The Tribal Disaster Recovery Coordinator (TDRC) organizes, coordinates and supports recovery activities at the tribal level. Depending on the tribal codes or statutes, a tribal leader may identify a person for this position. This person should have the authority to direct recovery actions and interface with federal and state recovery personnel. The TDRC position may be filled by existing staff chosen to manage recovery. The anticipated primary responsibility of the TDRC is to coordinate with state, federal and local agencies in the immediate aftermath of a disaster, as determined necessary by the impacted tribe. In order to facilitate the recovery process, the WRF recommends tribes in Washington State consider appointing a TDRC during a major disaster and incorporate this concept in their pre-disaster recovery plans.

FEMA's [Pre-Disaster Recovery Planning Guide for Tribal Governments](#) provides additional guidance on the TDRC position.

Local Disaster Recovery Manager

The NDRF recommends a Local Disaster Recovery Manager (LDRM) to act as the recovery leader for the locally impacted jurisdiction. A senior elected official, such as the mayor or county commissioner of the impacted jurisdiction may appoint an individual to serve as the LDRM. The LDRM may also emerge organically as an individual who is a strong community leader and passionate about leading the community's recovery. This position plays a vital role in acting as a recovery champion and leading the community through the short and long-term recovery process. The LDRM plays an integral role of advocating for their community and sharing recovery priorities with other local, state and federal officials. To ease the recovery process, the LDRM position is best served by an individual who has the authority to direct or ask agencies for support. The person may also have close connections to the public and private sectors which can support the recovery efforts. This person should have the ability to think strategically, have a positive attitude and be held accountable by the community. The WRF encourages local jurisdictions to incorporate the LDRM concept into their pre-disaster recovery plans.

Local jurisdictions should establish their own LDRM position qualifications and responsibilities to best fit their needs. Additional guidance on disaster recovery positions and staffing are found in the LMI Research Institute's [Disaster Recovery Positions Library](#) and in FEMA's [Pre-Disaster Recovery Planning Guide for Local Governments](#).



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Unified Coordination Group

The Unified Coordination Group (UCG) is a small, joint (state, federal) group that provides direction and management over how *federal* assets can most effectively assist the state. The UCG is established following a Presidential Disaster Declaration. The UCG typically consists of the FCO, SCO, the Defense Coordinating Officer (DCO) and senior executive officials from other entities based on jurisdictional and operational responsibilities. In certain circumstances, this may include local and tribal government officials and individuals representing the private sector or nongovernmental organizations (NGOs). Membership of the UCG is incident specific and determined by the SCO and FCO in consultation with The Adjutant General (TAG). The SCO remains the primary lead for coordinating all state response and recovery operations.

Responsibilities of the UCG include:

- Provide a structure for the management, control and direction of state and federal resources
- Provide leadership within the Joint Field Office (JFO)
- Coordinate, integrate and synchronize state and federal response activities
- Apply unified command principles to coordinate assistance provided to support local, tribal and state response activities

Multi-Agency Coordination Group

The State Multi-Agency Coordination Group (MAC Group), also known as the State Policy Group, serves the Governor by implementing and refining established policies. The MAC Group facilitates state government coordination in response to and recovery from disasters. The MAC Group consists of senior executive members of state agencies that have some level of authority over response and recovery from the incident as well as representatives from jurisdictions with significant incident impacts. It also includes senior members from the Washington Military Department (e.g., TAG) and the Emergency Management Division (e.g., the Director) or their designated representative. The MAC Group may also be members of the UCG. The EMD Director determines the membership of the MAC Group based on the complexity of the disaster and provides executive leadership.

The MAC Group Coordinator facilitates policy discussions for the state's multi-agency coordination system. Agency executives provide expertise and policy coordination of response and recovery actions that fall within the responsibility or authority of their parent organization. Responsibilities of the MAC Group include:



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- Resolve issues of policy implementation within the scope of the incident
- Work with federal partners to resolve differences in applying policy
- Provide representation to the UCG, when established and applicable
- Resolve resource decisions when requests exceed available resources
- Discuss the identified impacts and share information regarding the situational assessments
- Develop policies to support immediate state response actions
- Discuss initial short-term recovery priorities and actions

Washington Recovery Group

The Washington Recovery Group (WRG) is a policy-level group consisting of state agency directors or fully authorized representatives and senior elected officials to support *recovery* efforts. The county or tribal representative(s) of the impacted jurisdiction(s) may also be asked to join the WRG to synchronize policy decisions and advocate for their community. The WRG acts in an advisory capacity to discuss recovery issues, establish unified recovery objectives and provide the Governor with recommendations to support state recovery efforts. The WRG is not an organizational body that exercises governmental authority. The WRG addresses the Governor's recovery priorities, working through the existing capabilities and legal authorities of the group members.

As a policy group, the WRG identifies solutions to recovery issues identified by the response and recovery operations, including the Recovery Support Function (RSF) leads, State Coordinating Officer (SCO) and the Deputy SCO(s) (DSCO). Examples of potential solutions include allocating emergency funding, providing temporary waivers, extending deadlines to apply for programs or expediting permit processes. In circumstances where the WRG is unable to identify a solution, they may request the Governor's support such as seeking additional funding from the state Legislature. The WRG aims to support and provide a platform for coordinating state recovery efforts and for agencies to develop and provide recovery policy recommendations to the Governor.

The WRG may be activated when a more focused coordination of recovery efforts is warranted beyond what the UCG and MAC Group provide. This determination may be made through discussion among TAG, SCO, FCO, EMD Director and the Governor's Office. Once activated, the WRG is led by the WRG Chair or SDRC at the direction of the Governor. The WRG maintains regular meetings until it is determined collectively by the WRG members and ultimately by local jurisdictions, that state support for recovery is no longer needed or has met its objectives. At



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that point, the Governor demobilizes the WRG. The location(s) of the WRG meetings will be determined based on the situation and include remote meeting options when necessary.

The exact makeup of the WRG is determined at the time of the disaster by the Governor and the GAR(s), including the WRG Chair. The Unified Coordination Group (UCG) and Multi-Agency Coordination Group (MAC Group) may provide input to the makeup of the WRG. *Suggested* members of the WRG may include, but are not limited to, representatives from the agencies and departments on the Governor’s Executive Cabinet and Small Agency Cabinet and from the entities designated as a Primary role in an RSF. Representatives should have an understanding of their agency’s authorities, policies and resources to support the recovery process.

Representatives should also have the authority to make decisions about the recovery on behalf of their agency. Each department and agency involved in supporting disaster recovery efforts shall be responsible for selecting and ensuring the availability of its representative to the WRG. Table 2 provides an example of potential WRG participating entities. This list can be expanded as necessary based on the location and circumstances of the incident.

Agency Name	
Department of Agriculture	Employment Security Department
Department of Archaeology & Historic Preservation	Health Care Authority
Department of Children, Youth and Families	Legislative Members
Department of Commerce	Military Department
Department of Ecology	Office of Financial Management
Department of Enterprise Services	Office of Superintendent of Public Instruction
Department of Financial Institutions	Office of the Insurance Commissioner
Department of Health	State Board for Community and Technical Colleges
Department of Labor and Industries	The Governor or designee
Department of Licensing	Washington State Arts Commission
Department of Natural Resources	Washington State Historical Society
Department of Revenue	Washington State Office of Equity
Department of Social and Health Services	Washington State Patrol
Department of Transportation	Washington Technology Solutions
Department of Veterans Affairs	Workforce Training & Education Coordinating Board

Table 2: Potential Washington Recovery Group Agency Participants



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While the makeup of the WRG varies based on the disaster, membership is not limited to the Governor’s Executive and Small Agency Cabinets. Based on the impacts, the WRG may include representation from legislative officials, independent state agencies, boards and commissions. Examples of these collaborating members include the Washington State Office of Minority & Women’s Business Enterprises, Washington State Commission on African American Affairs, Results Washington and the Women’s Commission.

Within existing authorities, the roles and responsibilities of WRG agency executives and participating members include the following:

- Facilitate interagency conflict resolution, as necessary
- Provide agency expertise for policy coordination of recovery actions under the responsibility or authority of their parent organization
- Provide executive oversight of establishment, execution and support for objectives of the recovery operations occurring in activated Recovery Support Functions (RSFs)
- Provide the Governor’s Office with timely updates on the status of recovery activities
- Participate in the discussion of recovery objectives and share disaster impact and recovery data to support situational awareness
- Provide support to requesting jurisdictions, as needed, in a coordinated manner

Depending on the nature and scope of the disaster, one or more Technical Specialist positions may be created. The Technical Specialist provides technical assistance and subject matter expertise to support the WRG on an as-needed basis. This position could include individuals from the public or private sector, academia or representatives from federal, state, local and tribal governmental agencies. The Technical Specialist is not granted any additional authority in this role and acts solely in a supporting capacity to the WRG. Additionally, the Technical Specialist position does not receive compensation for their participation, including for subsistence, lodging or travel expenses.




Critical Tasks

This WRF is responsible for directly contributing to the Recovery Mission Area through the eight Recovery Core Capabilities and the associated Critical Tasks. The RSFs provide the delivery method for addressing the Recovery Core Capabilities.



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Recovery Mission Area		
Core Capability	Critical Task I.D.	Critical Task Description
Planning 	1	Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.
	2	Complete an initial recovery plan that provides an overall strategy and timeline, addresses all core capabilities and integrates socioeconomic, demographic, accessibility, technology and risk assessment considerations (including projected climate change impacts), which will be implemented in accordance with the timeline contained in the plan.
Public Information and Warning 	1	Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency; protect the health and safety of the affected population; help manage expectations; and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.
	2	Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, steady state resources for long-term impacts and monitoring programs in an effective and accessible manner.
Operational Coordination 	1	Establish tiered, integrated leadership and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.
	2	Define the path and timeline for recovery leadership to achieve the jurisdiction's objectives that effectively coordinates and uses appropriate local, state, tribal, territorial, insular area and federal assistance, as well as nongovernmental and private sector resources. This plan is to be implemented within the established timeline.



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Infrastructure Systems 	1	Restore and sustain essential services (public and private) to maintain community functionality.
	2	Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility and sustainability.
	3	Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.
Economic Recovery 	1	Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.
	2	Return affected area's economy within the specified timeframe in the recovery plan.
	3	Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of citizens.
Health and Social Services 	1	Identify affected populations, groups and key partners in short-term, intermediate and long-term recovery.
	2	Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.
	3	Restore health care (including behavioral health), public health and social services functions.
	4	Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.
Housing 	1	Assess preliminary housing impacts and needs, identify currently available options for temporary housing and plan for permanent housing.
	2	Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing and define a timeline for achieving a resilient, accessible and sustainable housing market.



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<p>Housing</p>	<p>3</p>	<p>Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified timeframe in the recovery plan.</p>
<p>Natural and Cultural Resources</p> 	<p>1</p>	<p>Implement measures to protect and stabilize records and culturally significant documents, objects and structures.</p>
	<p>2</p>	<p>Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.</p>
	<p>3</p>	<p>Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.</p>
	<p>4</p>	<p>Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.</p>

Table 3: Recovery Core Capabilities

Whole Community Involvement

Recovery is a complex process involving numerous federal, state, local and tribal government agencies and departments, nonprofits, private entities, faith-based organizations and individuals, families and households. The WRF was created with the understanding that an effective and efficient recovery involves incorporating all members of the community in the recovery process. Restoration priorities and recovery plans must consider and include the Whole Community throughout the process including persons representing the general public or from academia, government or NGOs.

The Whole Community also includes people with disabilities and other access and functional needs. The terms “Whole Community” and “Access and Functional Needs” are defined by the 2015 National Preparedness Goal and can also be found in the Washington State CEMP. Disasters do not follow jurisdictional boundaries or only impact people with certain socioeconomic status. Disasters tend to disproportionately affect people in communities with disabilities and other access and functional needs, children, older adults, people with Limited English Proficiency (LEP) or literacy barriers and historically marginalized groups. These individuals and families may need additional support to adequately recover from a disaster. Long-term recovery strategies must include equitable opportunities for the Whole Community to provide input and share their vision for how their community will rebuild in a socially just, healthy, resilient, sustainable and inclusive manner.



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Pre-disaster recovery planning should include outreach to the Whole Community regarding the available services and actions to take in recovery. Another key pre-disaster recovery step is to identify stakeholders and build partnerships, including identifying community champions to address these gaps. A community champion is an individual (or organization) with strong leadership skills and the ability to mobilize community resources through their connections or networks. The community champion does not need to have an emergency management background but should possess the ability to use their trusted status in the community to build capacity and resilience.

Recovery from Catastrophic Disasters

The Statewide Catastrophic Incident Planning Team (SCIPT) facilitates collaborative engagement between states, state agencies, tribes and local jurisdictions, together with the communities they serve, in developing emergency plans to prepare for, respond to and recover from catastrophic incidents. The Catastrophic Incident Planning Framework (“Framework”) provides emergency planning guidance to prepare for a catastrophic incident affecting Washington State. The Framework focuses on lifesaving and life-sustaining strategies and core capabilities that are common across all mission areas. Community Lifelines are discussed further in the [Recovery Roles](#) section of this document. Catastrophic incidents may include volcanic eruptions, major earthquakes and/or tsunamis, radiation releases and other natural or human-caused incidents, including terrorism, which results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale or government functions. The federal 2016 National Response Framework further describes catastrophic incidents.

The Federal Emergency Management Agency Region X’s Cascadia Subduction Zone (CSZ) Plan outlines the incident phases that may be used for planning and during catastrophe caused by a CSZ incident. Particularly relevant to the WRF is Phase 2c, Transition to Recovery and Phase 3, Long-Term Recovery. The WRF will activate to support the transition to recovery during Phase 2c of a catastrophic incident which focuses on the goals of providing sustainment and restoring services. Flexibility and scalability are key guiding principles of the WRF. Following a catastrophic incident, an alternative state recovery organizational structure may be necessary in the interim until the incident stabilizes.

Recovery and Mitigation

Disasters offer unique opportunities to incorporate mitigation actions into the community rebuilding process. As described in [WAC 118-30-060](#) – “Emergency plan”, each political subdivision shall maintain a plan of operations to include a functional description of how



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mitigation and recovery are addressed, among other operational components. Mitigation considerations should also be incorporated within post-disaster community recovery plans. The Washington State Enhanced Hazard Mitigation Plan (SEHMP) highlights state-led mitigation activities and describes how the state supports local and tribal hazard mitigation efforts. Understanding the state's hazards and vulnerabilities and the appropriate mitigation actions to take pre-disaster, sets the state up for success in the post-disaster recovery planning process. Numerous programs may be used in the pre- and/or post-disaster environment to help fund mitigation actions. A matrix of fund-sources supporting natural hazard mitigation projects is available on EMD's website: *Natural Hazard Mitigation Project Fund-Source Matrix, 2018*: <https://mil.wa.gov/asset/5ba42113816e4>

The "Enhanced" designation of the state hazard mitigation plan provides an additional 5 percent of the total disaster declaration value toward FEMA's Hazard Mitigation Grant Program. Additional information on FEMA mitigation programs is located in the [Finance](#) section of this document. As part of maintaining the enhanced designation, the state must maintain a comprehensive mitigation program. To receive any mitigation funding through the Hazard Mitigation Assistance grant program, a jurisdiction must have a FEMA-approved and adopted mitigation plan. Additional information regarding state and local expectations for maintaining a mitigation program and considerations for mitigation planning is located within the SEHMP accessed at <https://mil.wa.gov/enhanced-hazard-mitigation-plan>.

Identifying and capitalizing on post-disaster mitigation opportunities during reconstruction increases the resilience of the community to future disasters. Ideally these opportunities to integrate mitigation into the recovery process are recognized pre-disaster and addressed in the county or jurisdictional hazard mitigation plan. The hazard mitigation plan may be used as a resource to assess the vulnerabilities of the community based on the disaster-specific impacts and identify post-disaster mitigation opportunities to address them. A variety of new funding sources are likely to become available in the post-disaster recovery environment to support hazard mitigation. Incorporating mitigation planning into the recovery process allows a jurisdiction greater access to potential federal funding streams. Additionally, following a disaster, the post-recovery planning environment may allow communities to consider large-scale redevelopment opportunities which may not have received previous attention due to the high costs, codes and standards, politics or other feasibility challenges associated with the project. For this reason, jurisdictions are encouraged to invite individuals with a working knowledge of mitigation to pre- and post-disaster recovery planning efforts. As an example, a city planner or local public works director might act as a liaison with their local emergency management office to identify mitigation opportunities.



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Emergency Support Function (ESF) 14 and the state Recovery Support Functions (RSFs) include mitigation and resilience building as part of their objectives. Mitigation and recovery staff from supporting state agencies should identify opportunities to integrate mitigation actions into the recovery process at the state level while simultaneously supporting the mitigation and recovery priorities identified by the impacted jurisdiction. The American Planning Association has developed several briefing papers on planning for post-disaster recovery. Briefing Paper 11, *Hazard Mitigation in Disaster Recovery* and Briefing Paper 6, *Flood Insurance and Design Requirements*, provide considerations for incorporating mitigation principles into the recovery plan. These can be accessed at: <https://planning.org/research/postdisaster/>. For additional guidance on mitigation and recovery planning see *Informing Recovery through Natural Hazards Mitigation Planning*, a recorded webinar from FEMA Region X's "Mitigation Planning Coffee Break" series available at: <https://www.youtube.com/watch?v=WhgHoNwH3uY>.

Opportunities to incorporate mitigation into the recovery planning process are identified in specific objectives within the RSFs. Below are some suggested potential mitigation implementation opportunities and activities as they relate to specific recovery areas. The [FEMA Case Study Library](#) offers additional best practices and recovery and mitigation implementation opportunities from across the nation.

- Modifying building and development standards by adopting stronger building codes or upgrading site design requirements. (*Housing recovery*)
- Relocating development out of severely damaged areas through methods such as property acquisition, transfer of development rights or changing the land use/zoning codes. Hazard mitigation plans help identify vulnerable areas and develop project evaluation criteria. Climate change impacts should be considered in hazard mitigation planning and in the pre- and post-disaster recovery planning process to identify additional opportunities to incorporate community resilience. Climate considerations can help a community forecast potential future incidents, including where those incidents are most likely to occur. If the disaster was climate-influenced, chances are the worst is yet to come and the community should expect such disasters to increase in frequency and/or severity. Additionally, the location of where climate-related hazards occur may change. For example, a community at low-risk of coastal flooding today may not remain low-risk in the future. All of these considerations should inform recovery, including where new developments are situated. (*Housing recovery and community planning and capacity building*)
- Encouraging mitigation during repair and rebuilding such as including voluntary mitigation measures through public education or incentives. A mitigation strategy which



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includes public engagement reduces the additional time needed to incorporate risk reduction in the rebuilding process. (*Housing recovery*)

- Including mitigation in infrastructure repair or replacement through FEMA’s Public Assistance projects, relocating or removing infrastructure from high-risk zones, considering climate adaptation measures or upgrading to higher protection levels of mitigation structures. (*Infrastructure Systems recovery*)
- Restoring natural functions that provide protection from hazards by developing green infrastructure through a variety of natural systems such as urban forestry, coastal dune systems, tidal wetlands, riparian open space and fire adapted ecosystems. See the American Planning Association’s Planning for Post-Disaster Recovery – Briefing Paper 10, *Green Infrastructure and Post-Disaster Recovery* for additional considerations <https://planning.org/publications/document/9139479/>. (*Natural, cultural and historic resources recovery*)
- Whole Community engagement strategies to support community rebuilding vision and resiliency. (*Community planning & capacity building recovery*)
- Providing community risk assessments to inform the rebuilding process and recognize the impacts to community assets (e.g., population, built environment, natural environment, economy, cultural and historical sites etc.). (*Community planning and capacity building recovery*)
- Supporting capability assessments to determine the necessary resources to address any gaps or barriers to the recovery process. (*Community planning and capacity building recovery*)
- Seeking approval by elected officials and planning agencies to secure community buy-in. (*Economic recovery and community planning and capacity building recovery*)
- Use post-disaster funding (e.g., HMGP grants) to improve hazard risk and vulnerability assessments, especially ones that consider multi-hazard relationships and projected changes in hazard risk over time. Such risk and vulnerability assessments should also ensure that low magnitude/high frequency incidents (e.g., floods, wildfires) receive proper treatment because the cumulative impact of these incidents is often higher than high magnitude/low frequency incidents (e.g., earthquakes). (*Community planning and capacity building recovery*)
- Prioritize interdisciplinary mitigation and recovery planning that includes the application of various knowledge sectors, such as policy, planning, earth and environmental sciences, social sciences, arts and humanities from stakeholders both internal and



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external to the impacted community. (*Community planning and capacity building recovery*)

- Recovery and mitigation efforts should work to understand how culture relates to disaster risk responses and ensure recovery/mitigation activities are culturally appropriate and supported for maximum effectiveness. (*Cultural and historic resources recovery*)
- Recovery and mitigation should focus on the social aspects of disaster vulnerability (e.g., income, housing, access to information, insurance, etc.) as much as physical vulnerabilities (e.g., structural age and location, building codes). Targeting social vulnerability in recovery and mitigation can help reduce the overall impact of a disaster. (*Economic, health services and social services recovery*)

Requesting a Presidential Emergency or Major Disaster Declaration

The Governor will request an Emergency Declaration or a Major Disaster Declaration from the President when the potential, eligible damages identified during the PDA are sufficient to meet federal requirements. The Governor submits a request for a PDD within 30-days after the end of the incident (as stipulated under federal statute). The Governor may request an extension through FEMA Region X within the 30-day period, if needed. The request is prepared by the EMD Recovery Lead (or designee), utilizing the standard FEMA request forms and transmitted to the Governor's Office. The requested federal assistance is intended to supplement state and local efforts and capabilities.

A Damage Assessment is required as part of the Governor's request for a PDD. These assessments have two major steps:

1. Initial Damage Assessment (IDA): Local jurisdictions and tribal governments are responsible for conducting the Initial Damage Assessment (IDA) and then providing their assessment data to their county emergency management office. The emergency management agency then analyzes the data and forwards it to the SEOC.
 - a. The initial damage assessment form for *individual assistance* (i.e., FEMA IA or SBA programs) is located at this link: <https://bit.ly/hsdamage> (*Note: Clicking this link may immediately download the Microsoft Excel file*).
 - b. The form used as supporting documentation for the state to submit a request for an SBA Economic Injury Disaster Loan Declaration is located at:



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<https://bit.ly/HSEIW> (Note: Clicking this link may immediately download the Adobe Acrobat PDF file).

All damage assessment forms and information should be submitted to hsdamage@mil.wa.gov on a regular (i.e., daily) basis during the incident period.

2. Preliminary Damage Assessment (PDA): Washington EMD and other state agencies, working with federal and local partners, conducts a Preliminary Damage Assessment (PDA) following a major disaster in order to prepare and submit a request for a PDD to FEMA. The PDA team consists of state, FEMA, SBA and county/tribal representatives. The team will conduct a joint-PDA when the impacts identified in the IDA are severe enough to warrant further action. The PDA not only validates the damage but also assesses the need for various forms of federal assistance. The FEMA *Preliminary Damage Assessment Pocket Guide* and other useful resources can be found at: <https://www.fema.gov/disasters/preliminary-damage-assessment-reports/guide>.

The process for requesting a PDD is further described in the state's *ESF 14 Appendix 1 – Requesting Presidential Emergency or Major Disaster Declaration*. The process for how a disaster gets declared by the President is also described on FEMA's webpage *How a Disaster Gets Declared* and can be accessed by visiting: <https://www.fema.gov/disasters/how-declared>.

Joint Field Office

The JFO provides a temporary field facility to co-locate Washington EMD and FEMA staff and functions for the purpose of coordination and process integration. The JFO is structured to accommodate all entities (or their designated representatives) essential to incident management, information sharing and the delivery of disaster assistance and other support. Other state agencies as well as local, tribal, private-sector and NGOs may assign liaisons to the JFO to facilitate interaction, communication and coordination depending on the incident. Washington EMD is responsible for developing an SEOC transition plan to shift long-term recovery coordination from the SEOC to the JFO. Washington EMD will work with FEMA to establish a JFO organizational structure that meets the unique circumstances of the disaster.

The JFO is the central coordination point among state, local, tribal and federal governments, as well as private-sector and NGOs that are providing recovery assistance. Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support to the disaster recovery that may extend beyond the incident site.



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Additional JFO guidance and information is found in the state’s *ESF 14 Appendix 2 – Joint Field Office document*.

Organization



Figure 4: Washington Restoration Framework Organizational Structure

Recovery Support Functions

Recovery cannot wait until those occupied with response and short-term recovery activities have time and space to start thinking about recovery. The WRF establishes a discrete and well-resourced recovery focus, operating at the same time as response activities. The recovery focus ensures that agencies and organizations wrapping up response activities are positioned to find themselves ahead of the curve in organizing and planning for recovery.

Recovery Support Function (RSFs) are a functional way of organizing around common disaster recovery themes. The NDRF introduces six RSFs and encourages state, local and tribal governments and jurisdictions to develop RSFs that work best for their geographical and political climate. Accordingly, the WRF contains eight RSFs, all of which can integrate with the federal RSFs if needed. The eight RSFs are further explained in the [Annex](#) section of this document. Table 4 provides a crosswalk between the state and federal RSFs.

Washington State RSFs	Federal RSFs
Housing	Housing
Cultural and Historic Resources	Natural and Cultural Resources
Natural Resources	
Infrastructure Systems	Infrastructure Systems
Economic Recovery	Economic Recovery
Health Services	Health and Social Services



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Washington State RSFs	Federal RSFs
Social Services	
Community Planning and Capacity Building	Community Planning and Capacity Building

Table 4: State Federal RSF Crosswalk

Recovery Support Function Purpose

Housing: Coordinates state agency program delivery and technical assistance to local jurisdictions in support of the Housing Core Capability.

Cultural and Historic Resources: Coordinates and facilitates programs, resources and technical assistance in order to identify, protect and determine long-term recovery treatment for artistic, cultural and historic resources in the state, in compliance with applicable environmental laws and executive orders following a disaster.

Natural Resources: Coordinates and facilitates programs, resources and technical assistance that mitigates, protects, preserves, conserves, rehabilitates and restores identified natural resources in the state, in compliance with applicable environmental laws and executive orders following a disaster.

Infrastructure Systems: Facilitates the restoration of infrastructure systems and services to support a viable, sustainable community and improves resilience to and protection from future hazards.

Economic: Integrates expertise to help local, regional/metropolitan, state and tribal governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident.

Health Services: Facilitates collaboration among health care, behavioral health care, emergency management, education, nonprofit and social services partners to leverage resources in support of restoring health care and medical services in the state.

Social Services: Outlines the roles, responsibilities and programs of social services organizations including nongovernmental partners to leverage resources in support of restoring and enhancing social services in the state following a major disaster.

Community Planning and Capacity Building: Supports governmental capacities of disaster-impacted communities and helps them plan for, manage and implement disaster recovery activities.



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Recovery Roles

The participation of RSF members are categorized into three roles: Coordinating, Primary and Supporting. Decisions that involve the entire RSF are made collectively as a group. Each participating entity is encouraged to apply their agency/organizational plan to support the recovery efforts based on their existing capacities, authorities and funding to do so. The RSFs are the operational component of the WRF and act solely as a platform to facilitate coordination and resource allocation among federal, state, local and tribal governments as well as with other private and nonprofit entities involved in recovery. The RSFs are also used to provide executive leadership and emergency managers with the information they need to make informed decisions in support of recovery operations.

Coordinating

Coordinating Agencies oversee the recovery activities for a particular RSF and coordinate with its primary and support entities.

EMD is the Coordinating Agency for all RSFs and is primarily responsible for RSF planning activities pre-disaster such as reviewing, updating and training and exercising the RSFs. EMD is also responsible for convening the RSFs during SEOC activations to facilitate recovery. Other agencies may also be designated as playing a coordinating role for an RSF, in which case this responsibility is shared.

Responsibilities of a Coordinating Agency include:

- Maintaining contact with primary and supporting entities through conference calls, meetings, training activities and exercises.
- Monitoring the progress in meeting the core capabilities it supports.
- Coordinating efforts with corresponding private sector, NGOs, state, federal and tribal partners.
- Ensuring engagement in appropriate planning and recovery activities.

Primary

Primary Agencies may have significant authorities, roles, resources and capabilities for a particular action within an RSF. Not all RSFs currently have a designated primary while others have multiple entities designated.



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Responsibilities of a Primary Agency include:

- Orchestrating support within their functional area for the appropriate Recovery Core Capabilities.
- Notifying and requesting assistance from supporting entities.
- Coordinating with supporting entities, as well as appropriate state officials, operations centers and other stakeholders.
- Facilitating resource support resulting from RSF actions, in coordination with the SEOC or JFO.
- Working with all types of organizations to maximize the use of all available resources.
- Monitoring progress in achieving core capability and RSF objectives and providing that information as part of situational and periodic recovery assessments.
- Planning for incident management, short-term recovery operations and long-term recovery.
- Promoting physical accessibility, programmatic inclusion and effective communication for the whole community, including individuals with access and functional needs.

Supporting

Supporting Agencies may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF. Most RSF members are designated as a supporting agency.

Responsibilities of a Supporting Agency include:

- Participating in planning for incident management, short-term recovery operations, long-term recovery and the development of supporting operational plans, standard operating procedures, checklists or other job aids.
- In collaboration with the SEOC or JFO, coordinating resources resulting from RSF actions.
- Providing input to periodic recovery assessments or planning efforts.

RSF Connection to Emergency Support Functions

Due to the natural relationship between response and recovery efforts and the fact that response and recovery activities often occur simultaneously, the responsibilities of some agencies involved in ESFs correspond and integrate with the agency responsibilities of RSFs. The RSFs frequently build on the ESF resources and the short-term recovery efforts focused on meeting basic human needs.



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Early in recovery, the RSF coordinators are working closely with ESF leads to share information about impacts, assistance provided, unmet needs and working relationships at all levels of government. The shift from response to recovery activities depends on the nature of the activities and the disaster and may vary considerably between RSFs. In light of this fact, while there is a gradual ramping down of ESF activity as operations transition from response to recovery, there will often be a continuing presence of select ESF activity once RSFs are fully engaged in the recovery. The table below provides a general crosswalk of response (ESF) and recovery (RSF) activities. ESF 15 - External Affairs supports all activated RSFs by communicating available recovery programs and information on state activities, in coordination with the JIC, if established. ESF 5 – Information and Planning and ESF 14 also support all activated RSFs based on the response and short-term recovery activities for which they are responsible.

Other activated ESFs and agencies/departments supporting the incident may support the recovery mission area in a variety of ways not listed in Table 5. ESF 14 Long-Term Recovery is anticipated to be renamed and moved to become ESF 21 Transition to Recovery at a yet to be determined date. ESF 14 Cross-Sector Business and Infrastructure will be developed to coordinate state response to an incident in alignment with the National Response Framework at a later date as well.

Emergency Support Functions (ESFs)	Recovery Support Functions (RSFs)							
	Housing	Economic Recovery	Infrastructure Systems	Cultural & Historic Resources	Natural Resources	Health Services	Social Services	Community Planning & Capacity Building
ESF 1 – Transportation		✓	✓					
ESF 2 – Communication, Information, & Warning Systems		✓	✓					
ESF 3 – Public Works & Engineering		✓	✓					
ESF 4 – Firefighting				✓	✓			



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Emergency Support Functions (ESFs)	Recovery Support Functions (RSFs)							
	Housing	Economic Recovery	Infrastructure Systems	Cultural & Historic Resources	Natural Resources	Health Services	Social Services	Community Planning & Capacity Building
ESF 5 – Information and Planning	✓	✓	✓	✓	✓	✓	✓	✓
ESF 6 – Mass Care, Emergency Assistance, Housing, & Human Services	✓					✓	✓	
ESF 7 – Logistics Management & Resource Support								
ESF 8 – Public Health, Medical, & Mortuary Services						✓	✓	
ESF 9 – Search & Rescue								
ESF 10 – Oil & Hazardous Materials Response				✓	✓			
ESF 11 – Agriculture and Natural Resources		✓	✓	✓	✓			
ESF 12 – Energy		✓	✓					
ESF 13 – Public Safety & Security								
ESF 14 – Long-Term Recovery*	✓	✓	✓	✓	✓	✓	✓	✓
ESF 15 – External Affairs	✓	✓	✓	✓	✓	✓	✓	✓
ESF 20 – Defense Support to Civil Authorities								

Table 5: State ESF-RSF Crosswalk



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Community Lifelines

Community Lifelines are a concept developed by FEMA that provide an outcome-based approach to assist in disaster response operations. The Lifelines help emergency managers to better characterize the incident and to highlight and prioritize the most critical services within a community that must be stabilized or re-established to alleviate threats to life and property. FEMA describes the interrelationship of ESFs, Core Capabilities and Community Lifelines as the means, ways and ends, respectively, to reducing or eliminating these threats. ESFs provide the means for organizing across the community to deliver the Response Core Capabilities. The Response Core Capabilities are the ways the ESFs can work together to stabilize or re-establish the Community Lifelines and begin recovery, which is the ends. The RSFs coordinate recovery operations and develop recovery outcomes *after* the Community Lifelines have stabilized. Additional information on Community Lifelines can be found by visiting <https://www.fema.gov/emergency-managers/practitioners/lifelines>. Figure 5 depicts the seven Community Lifelines.

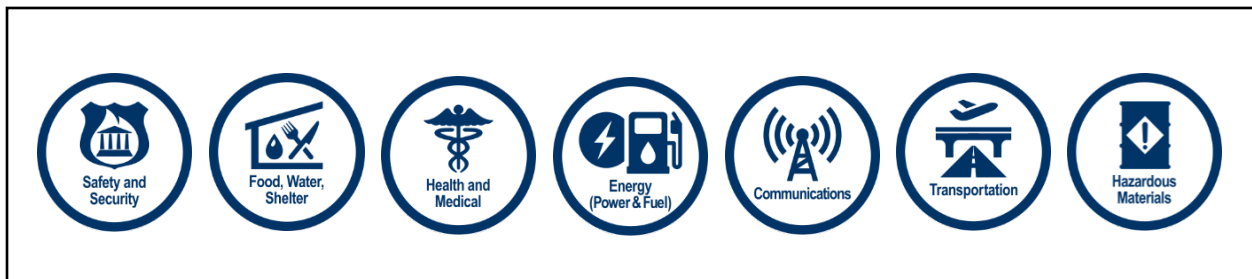


Figure 5: FEMA Community Lifelines

RSF Mobilization

Recovery begins at the time of response and the initial pace of recovery is determined in part by the known incident impacts. Disaster recovery also begins and ends at the local level. Based on the incident scope and magnitude, ESF 14 may activate to conduct initial recovery activities and support the transition from response to recovery operations. The majority of the operational components of the WRF are contained within the RSF annexes which follow unique mobilization procedures. ESF 14 coordinates with the SEOC Supervisor, the Recovery Branch Director (if activated) and the Operations Section Chief to determine which components of the WRF warrant activation, if any. All agencies designated as a Primary role in an RSF are also consulted with to determine if an RSF needs to be activated. An Advanced Evaluation Team (AET) may be activated by FEMA, usually following a Presidential Disaster Declaration (PDD), to assess the severity of the disaster and to determine the extent of federal recovery support



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needed. Federal recovery support is provided primarily through the federal RSF primary and supporting agencies and directed by the Federal Coordinating Officer (FCO) or the Federal Disaster Recovery Coordinator (FDRC), if established. The AET works with the state through the State Coordinating Officer (SCO) and/or the Deputy SCO(s) to determine the extent of federal technical assistance, resources needed and to integrate with the state recovery operations.

RSF Activation Procedures

During an SEOC activation, the SEOC Supervisor and Operations Section Chief coordinates with the Recovery Branch Director and/or ESF 14 Lead to determine whether the situation warrants an activation of an RSF. Each RSF has specific mobilization criteria and procedures. If an incident results in significant impacts to a community, ESF 14 coordinates with the RSF primary and coordinating entities to discuss any emerging local needs and establish a common operating picture. In order to remain flexible and scalable to all disaster types and magnitudes, this convening may also be implemented when the RSF primary and coordinating agencies determine it to be necessary. For most incidents, the activation will consist of an initial conference call with key state-level partners. A representative from the county emergency management of the impacted jurisdiction will be invited to attend all RSF convenings. The role of the county will be to share their local recovery-specific concerns to maintain situational awareness among the RSF members. The RSF will then work collaboratively and within their agency/organization to discuss the issues and develop solutions based on their existing capacities and authorities. The ESF 14 Lead will contact the RSF members and the county emergency management and schedule the conference call. Initial set-up of the RSF coordination calls and other RSF convening actions fall under the responsibility of the ESF 14 Lead in the SEOC.

In larger incidents, recovery activity coordination may occur within the Recovery Unit of the Recovery Branch in the SEOC Operations Section or JFO. The SEOC Supervisor and the Operations Section Chief determine, based on span of control, if a Recovery Branch Director is needed in support of a Presidential Disaster Declaration (PDD). In circumstances where a Recovery Branch is activated, the Recovery Branch Director is responsible for determining which RSFs need activating. The RSFs then organize under the Recovery Branch in the SEOC. The Recovery Branch Director shares recovery priorities, actions and needs of the RSFs to the Operations Section Chief, SEOC Supervisor and the SCO or DSCO to address accordingly.

RSF Activation Levels

There are three activation levels for RSFs, based on the nature, size, scope and complexity of an incident. RSF Activation Levels align with national standards and the SEOC. During Level 3



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activation, which corresponds to steady-state conditions, RSF participants train, exercise and build capacities to support recovery. Recovery operations occur simultaneously with response operations in the SEOC and are initially coordinated through ESF 14. As the response to an incident diminishes and the SEOC adjusts its activation level, recovery operations may increase and require a partial or full activation. Table 6 describes the three RSF activation levels which may be modified as the situation dictates.

RSF Activation Level	Description
3 Monitoring	Routine activation level in which state agencies conduct their daily emergency management responsibilities and pre-disaster recovery activities when no incident or specific risk or hazard has been identified. May also correspond to circumstances where an incident has not met the threshold to be directly engaged, in which case the RSF members may be actively monitoring the situation.
2 Partial	One or more RSFs activate to support recovery activities from the SEOC, JFO or alternative location. State agencies activated under ESFs may be requested to support recovery activities as dictated by the incident.
1 Full	All RSFs activate to support recovery activities from the SEOC, JFO or alternative location. Recovery support staff may include representation from other states, federal agencies, local representatives, the private sector and volunteer staff as required by the incident.

Table 6: RSF Activation Levels

RSF Member Participation

The RSF members will have varying degrees of participation in the recovery operations. Each RSF member serves as a partner that engages to the extent required based on the recovery needs. An agency may be fully engaged and supporting recovery efforts, despite a Partial RSF Activation Level, depending on the nature of the incident. Alternatively, a Full RSF Activation Level does not necessarily indicate all RSF members are fully engaged. Each RSF member continues fulfilling their statutory mission to the best of their ability and assists in the recovery efforts regardless of the RSF Activation. The participation level is determined by the RSF member internally based on their capacity to support the activated RSF(s). Table 7 is an example of participation levels for individual RSF members.



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RSF Individual Member Participation (Example)	Description
Monitoring	Establish common operating picture, monitor the incident. Review and prepare existing programs applicable to the incident.
Partial	Establish more advanced coordination and provide technical assistance as needed. Review, prepare and activate/implement existing programs for use and prepare for full engagement.
Full	Deploy liaisons, activate/implement applicable recovery support programs and offer advanced, ongoing coordination and technical assistance.

Table 7: Example Individual Member RSF Participation

RSF Deactivation Procedures

In most cases, the SEOC Supervisor, Operations Section Chief and Recovery Branch Director and/or the ESF 14 Lead, determines whether the RSF should be deactivated. While RSF activation periods vary based on the nature, scope and other circumstances unique to the incident, an RSF may be deactivated once it has achieved the Critical Tasks stated within each RSF. A general consensus by the members that the support and coordination functions provided by the RSF are no longer needed can also support the decision to deactivate. At the time of deactivation, the participating agencies and departments return to their normal/steady state operations. Agencies and departments may continue to support the recovery of the jurisdiction through their individual programs and normal processes. The Recovery Branch Director and/or ESF 14 Lead transfer any ongoing recovery activities to the appropriate authority such as a state agency before deactivating the RSF(s). This will reduce the likelihood of creating any gaps during the deactivation process.

EMD, in coordination with other RSF coordinating and primary entities will conduct an After-Action Report (AAR) anytime an RSF is activated. The AARs are used to support the regular maintenance of the RSFs and to improve the documents for future activations.

Recovery Field Teams

When requested, RSFs may form a Recovery Field Team to provide support to the impacted community. The team members vary based on the scope of the disaster but would consist of representatives from the RSFs and other subject matter and technical experts as needed (i.e., local, state, tribal and federal government officials, private and nonprofit representatives). A jurisdiction can request recovery support through the SEOC via WebEOC. ESF 14 will work with the requesting jurisdiction to determine exactly what type of recovery assistance is needed and



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convey the information to the Recovery Branch. Support may include conducting initial or preliminary damage assessments, issuing permits, registering individuals and families for recovery programs and providing planning technical assistance and/or guidance to the community. Incident response activities conducted by state agencies also informs the recovery planning process in determining what type of support is needed.

In situations where multiple jurisdictions are significantly impacted, state and federal agencies will determine the most effective method of providing recovery support across the region. In previous major disasters that impact several counties in other states, for example, FEMA established divisions to improve resource coordination and support. Based on the scope of the disaster, the SEOC may need to take a similar action during the response operations. In such instances, the recovery operations will likely follow the same resource prioritization and allocation methods as applied during the response.

Agencies and organizations involved in the RSFs may already use field locations to deliver their programs or work with local partners to deliver its programs. These pre-existing field sites and relationships should be leveraged where possible to fully support recovery efforts. Each field team member would be participating based on their individual funding and authority. A PDD may authorize the reimbursement of expenditures for certain entities performing response and recovery activities. In past disasters, the Washington State Legislature has appropriated funds for recovery work that can act as a backfill for agencies and departments committing resources to support recovery efforts at the local level.

The goals of the Recovery Field Teams include:

- Provide support in a collaborative manner to the requesting jurisdiction, including planning technical assistance and guidance to disaster survivors on how they can access state resources to support their recovery.
- Improve the common operating picture by relaying recovery needs and other essential elements of information back to the RSFs and the WRG, if activated, to address.
- Conduct additional recovery assessments beyond the IDAs during the response and short-term recovery period to identify emerging recovery issues and support long-term recovery planning.

Response to Recovery Transition

Recovery planning starts concurrently with response activities in a disaster. The primary focus for response operations is to reduce the threats and hazards to public health and safety, the economy and security through community lifelines for incident stabilization. As outlined in the



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National Response Framework, ESFs deliver core capabilities to stabilize community lifelines for an effective response. As the incident stabilizes, the RSFs build on many of the measures taken by ESFs to effectively support the community and move beyond life-saving and property preservation activities.

The state provides uninterrupted response and recovery support to local jurisdictions as it transitions disaster recovery operations from the SEOC to the JFO when there is a PDD. In this case, Washington State partners with FEMA to establish a JFO that oversees a comprehensive recovery program for the impacted counties. Recovery is typically categorized by the Individual Assistance (IA), Public Assistance (PA) and Hazard Mitigation programs. If there is no PDD, recovery activities continue from the SEOC, following the same operational rhythm as the response activities.

ESF 14 supports local recovery efforts in a state-level structure to coordinate state and federal recovery resources, facilitate the transition of resources from response to recovery and prepare PDD requests. ESF 14 also leads the development of a recovery-focused common operating picture through information sharing. ESF 14 coordinates state agencies tasked with assisting disaster survivors and facilitates collaboration and preparation for the long-term recovery of impacted communities.

As response operations diminish, there will be a gradual ramping up of recovery operations in the SEOC. The SEOC Supervisor, Operations Section Chief, Recovery Branch and the Planning Section work together to develop an appropriate response to recovery transition timeline. During the transition from response to recovery, ESF leads and other state agencies may continue to have roles and responsibilities related to recovery which no longer fit the SEOC's ESF structure. As agencies and resources prepare to demobilize for response, the Recovery Branch Director or ESF 14 Lead identifies resources which may align with the ongoing recovery structure. ESF leads and other state agencies with a recovery role organize based on the Recovery Core Capabilities which are addressed through the eight state RSFs. The criteria for activation varies by RSF, but in all cases ESF 14 acts to support the transition from response activities to recovery activities. RSFs can be activated concurrently with ESFs, but will likely remain activated after the ESFs demobilize to support long-term recovery. The recovery operational structure may reside in the Joint Field Office (JFO) or alternative setting based on the circumstances of the disaster and as determined by the Recovery Branch Director.



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Washington State Recovery Organizational Structures

The SEOC structure adheres to the Incident Command Structure (ICS) and the National Incident Management System (NIMS). The structure is ideal for coordinating the immediate response activities and the initial recovery efforts to an incident. As the incident progresses, a quasi-ICS structure with more flexibility may be necessary to carry out the intermediate and long-term recovery efforts in the state, in coordination with, or as part of, the JFO. In larger incidents, a policy-level group focused on recovery may be needed. State recovery operations may be conducted within the JFO or alternate location depending on the circumstances of the disaster. In all cases, however, recovery begins at the time of response. Recovery activities within the SEOC occur initially via ESF 14, following the same operational rhythm as the response activities. In larger incidents, a Recovery Branch may be established and additional units added to maintain span of control.



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State Emergency Operations Center (SEOC) Recovery Organizational Structure

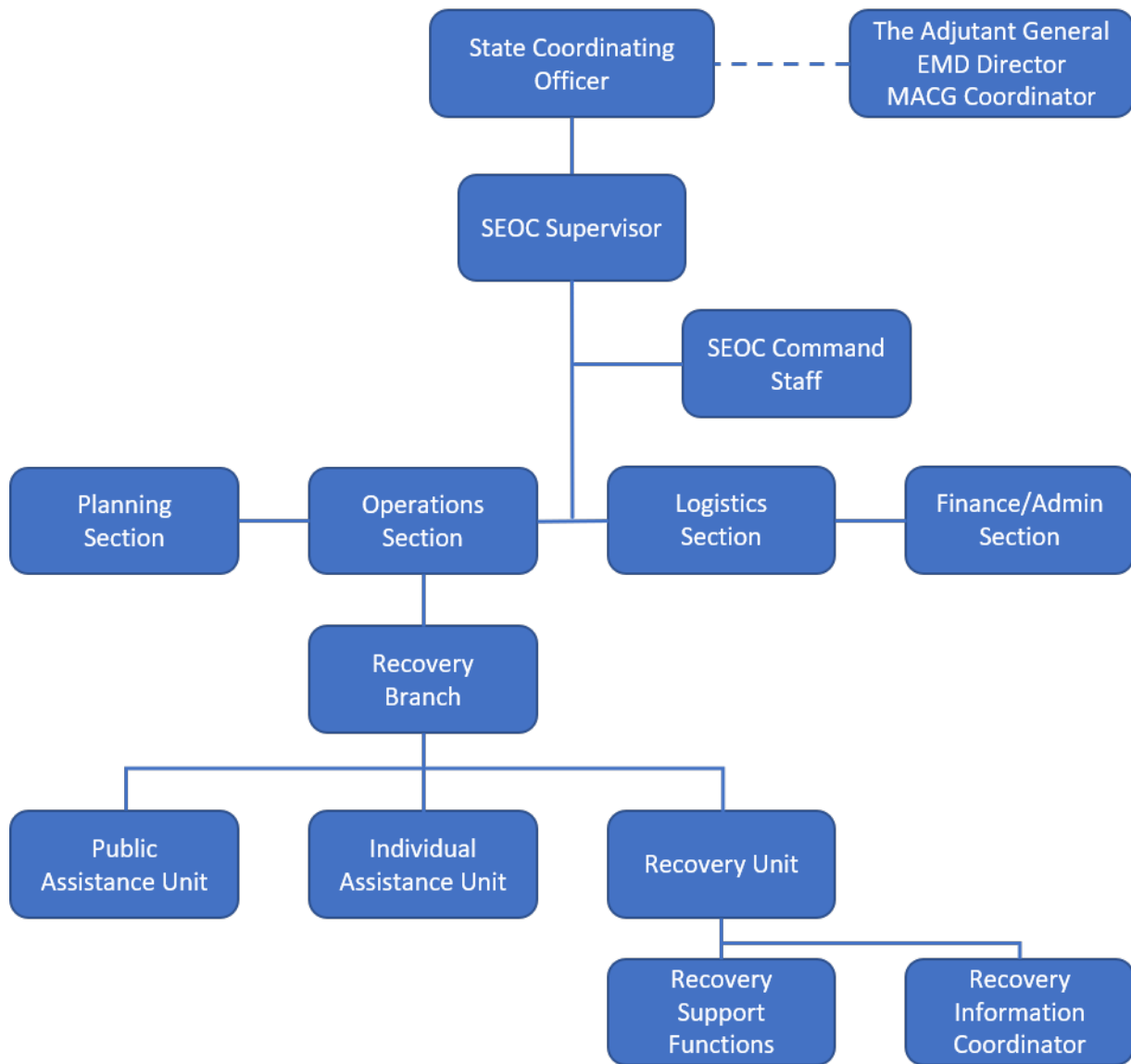


Figure 6: State Emergency Operations Center (SEOC) Recovery Organizational Structure



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State Recovery Policy Coordination Structure

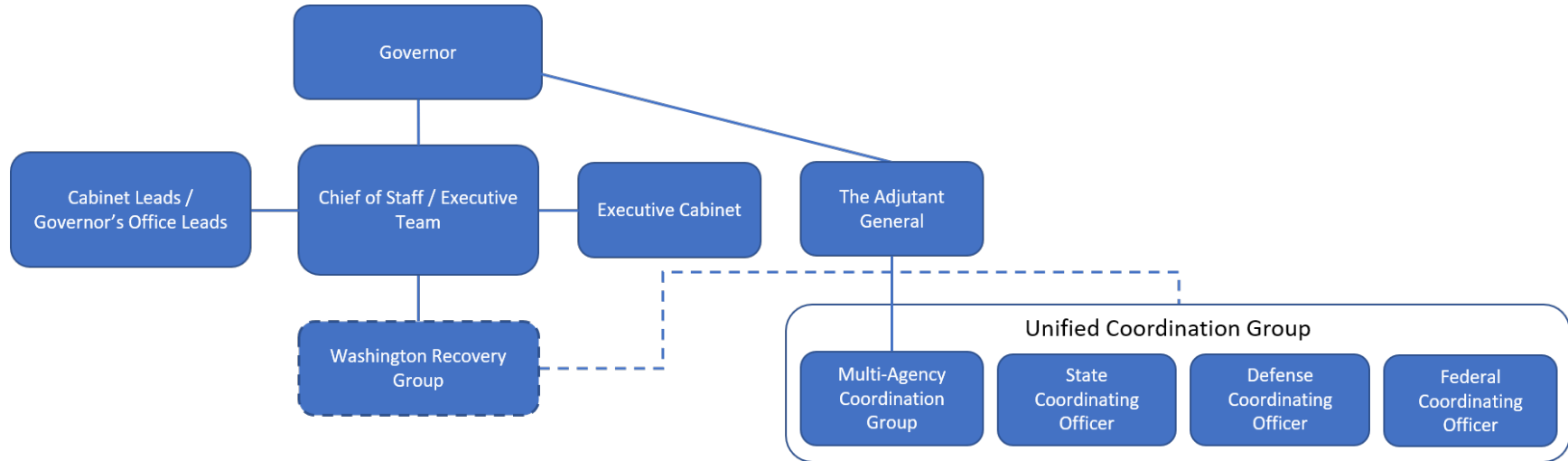


Figure 7: Recovery Policy Coordination Structure



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State Recovery Organization – Policy and Operations

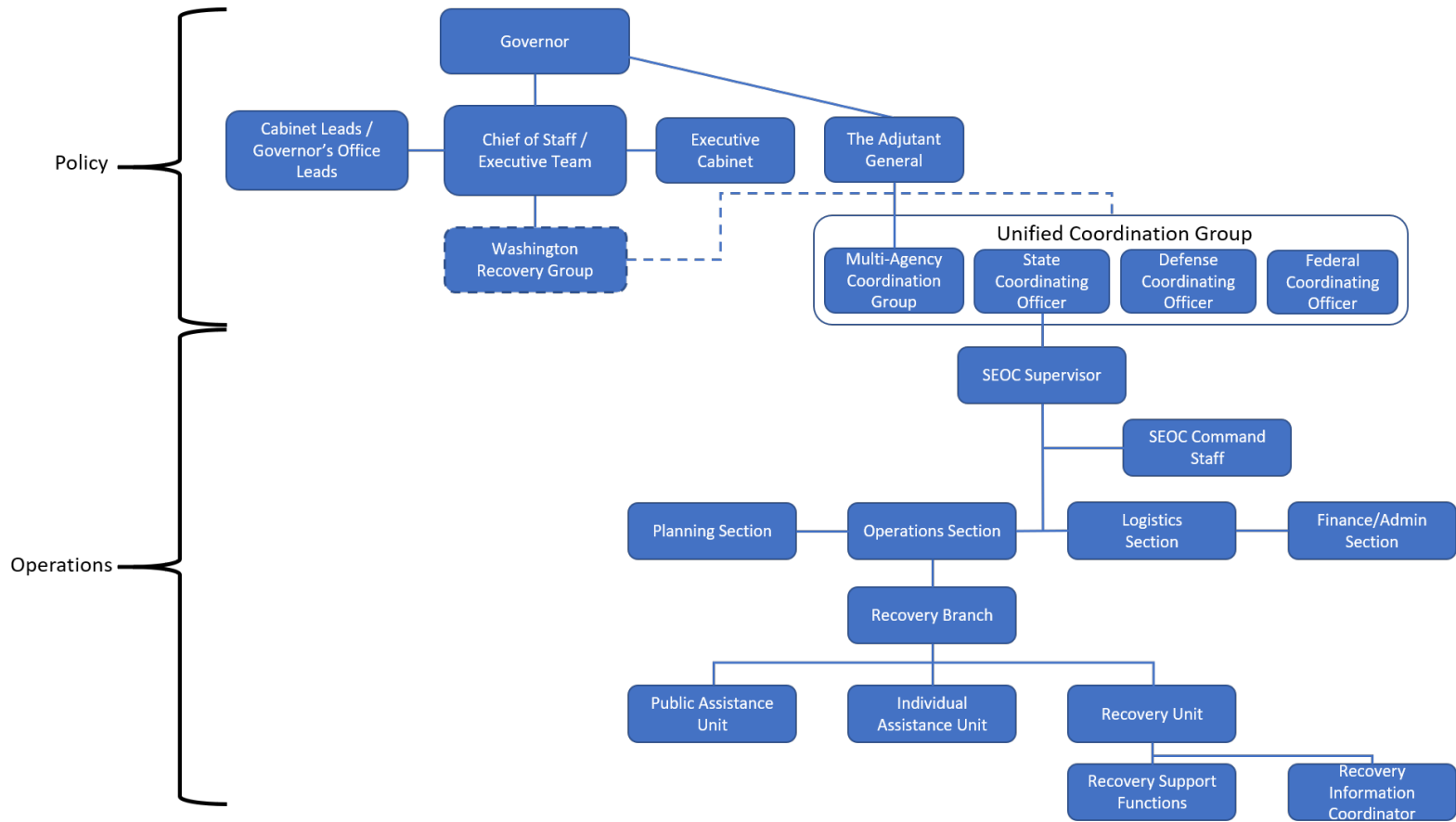


Figure 8: State Recovery Organization – Policy and Operations



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State Recovery Concept of Operations – Major or Catastrophic Disaster

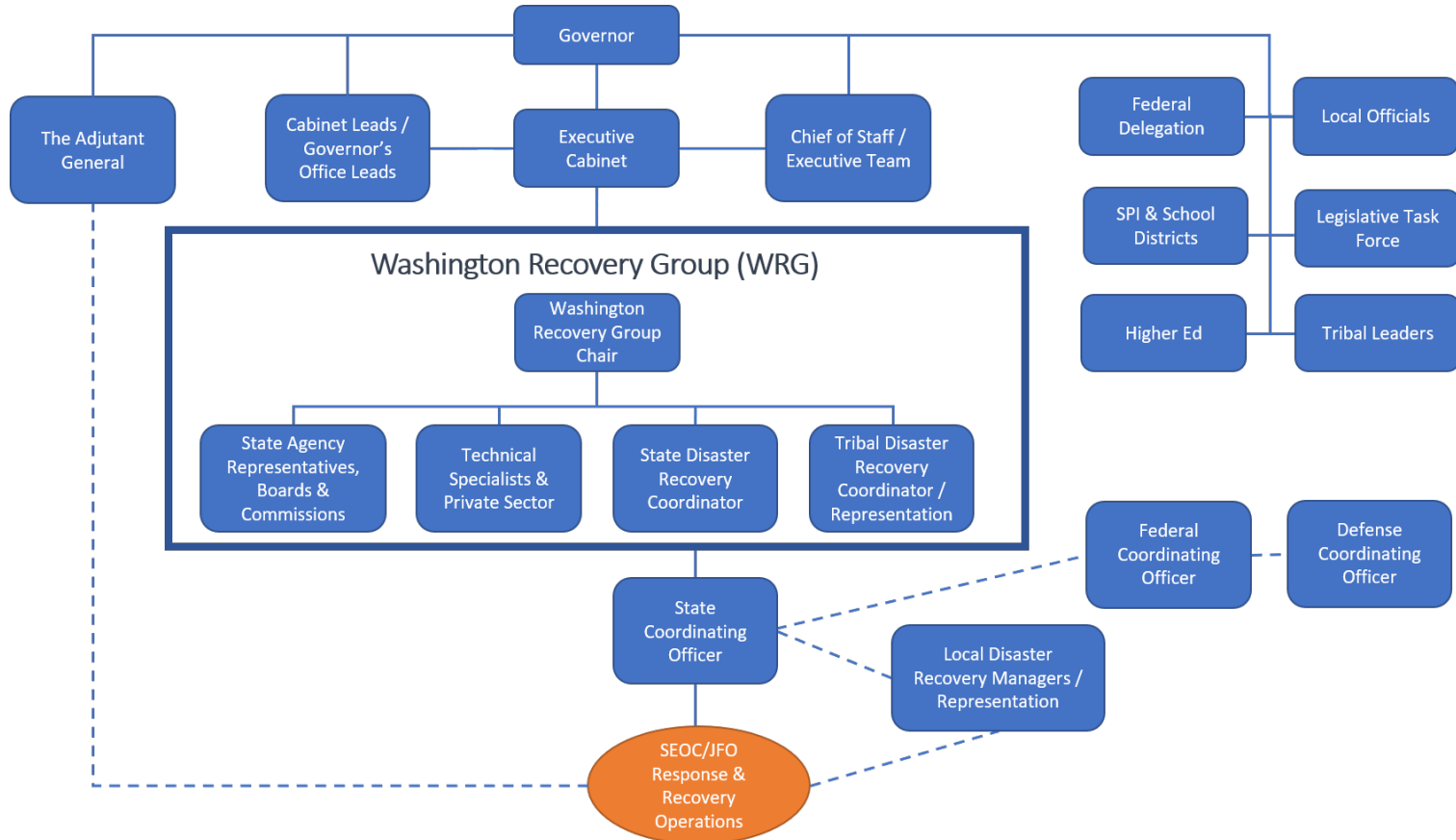


Figure 9: State Recovery Concept of Operations – Major or Catastrophic Disaster



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Disaster Recovery Centers

The Emergency Management Division will work with FEMA and the requesting jurisdiction to identify the location and timeline of establishing Disaster Recovery Centers (DRCs) following a Presidential Disaster Declaration (PDD). Disaster Recovery Centers act as a “one stop shop” for disaster-impacted individuals, families or business to apply for disaster assistance. A DRC may be a fixed or mobile facility that is temporary in nature. A DRC should be established in a strategically geographical location to make the facility as accessible as possible to survivors. FEMA establishes a DRC in coordination with the impacted jurisdiction. Some jurisdictions have pre-determined DRC locations and developed Memorandums of Understanding (MOUs) or other contracts with local facilities.

FEMA provides assistive devices to allow for people with disabilities and other access and functional needs to receive disaster assistance information in their preferred method of communication. Representatives from local, state, federal and tribal government agencies/departments and the non-governmental sector may be present to provide information, technical assistance and other resources to aid in the community’s recovery. Survivors can apply for FEMA and SBA assistance programs at a DRC and learn about other resources administered by the local, state, federal or tribal government and voluntary agencies. Examples of resources provided in past DRCs around the country include case work, behavioral and emotional support, legal assistance, housing assistance, agricultural assistance and assistance in navigating insurance claims. The Emergency Management Division will coordinate with the requesting jurisdiction and FEMA to identify potential state agency representation at the DRCs.

Multi-Agency Resource Centers

Similar to DRCs, Multi-Agency Resource Centers (MARC) provide disaster assistance information and other resources to survivors. While DRCs may operate for weeks or months following a disaster, MARCs are typically shorter in their duration of operations (days to weeks). MARCs typically involve more of a community-centric focus with representatives from voluntary agencies providing donated goods and resource referrals. MARCs are established and led by voluntary agencies in coordination with the impacted jurisdiction. The state may support MARCs by providing key state agency representatives to share resource information at the request of the local jurisdiction but is typically less involved compared to DRCs. The state can support MARCs by sharing recovery resource information and the MARC operating schedules and locations through its Public Information Officers.



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Voluntary Organizations Active in Disasters

Voluntary Organizations Active in Disaster (VOADs) consists of organizations that provide response and recovery resources directly to impacted communities affected by disasters. These voluntary and nonprofit groups organize themselves pre-disaster to plan and prepare for incidents. After a disaster, VOADs organize amongst themselves to coordinate support for the impacted community. Some of the common VOAD actions include assessing damages and unmet needs, supporting the management of volunteers and donations, providing spiritual and mental care, conducting individual disaster case work and coordinating and organizing the delivery of resources to the disaster area. They may continue to support community recovery efforts long after other governmental agencies and departments, including emergency management, have returned to steady state operations.

Washington Voluntary Organizations Active in Disaster (WAVOAD) is the State Chapter of the National VOAD and consists of pre-disaster partnerships of primarily voluntary and nonprofit organizations. The state recovery coordination structure remains flexible to allow for the integration of WAVOAD member organizations and supports their recovery operations. Individual WAVOAD member organizations are independent of one another and Washington State. These organizations may coordinate among themselves but have distinct missions, bylaws, personnel and resources and deploy in accordance with their separate procedures. The state may request WAVOAD's support by reaching out to WAVOAD leadership. Alternatively, the impacted jurisdiction may directly request WAVOAD support.

- VOAD**
- Pre-disaster partnerships of voluntary organizations
 - May contain state points of contact
 - Resources for response, relief and recovery
 - Volunteer and donations management support
 - Identifies community needs
 - Organize individual resources
 - Provide support when requested by impacted community

Community Organizations Active in Disaster

Community Organizations Active in Disasters (COADs) are locally-driven coalitions of organizations composed of representatives from public, private and nonprofit agencies in a community or region. COADs support a community's ability to mitigate, prepare, respond and recover from disasters. They help a community make the best use of its resources in a disaster through collaboration among its members. COADs are effective because local organizations are in the best position to mobilize, bring practical and timely assistance to disaster survivors and address community needs. The mission of a COAD in a disaster is typically to organize and deploy community resources in an effective and timely manner based on the community needs.



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Disaster Assistance Councils (DACs) are another commonly used term for a group of organizations helping communities prepare, respond and recover from disasters. Disaster Assistance Councils typically have a similar mission to COADs, with the purpose of identifying and establishing relationships with community partners pre-disaster and coordinating disaster response, relief and recovery activities post-disaster.

The WRF encourages jurisdictions to develop COADs pre-disaster to identify social service providers, including public, private and nonprofit organizations and establish lines of communication among community members. Local emergency management departments can play an important role of spearheading an effort to form a local or regional COAD in their jurisdiction. Between incidents, emergency management can keep the COAD active with quarterly or annual check-ins. During an incident, emergency management might play an advisory or supporting role to the COAD. A local community organization is best suited for leading a COAD.

A community that brings all of its resources together in a COAD can effectively respond to the needs of the community in a timely manner, thereby reducing the adverse social and economic impacts of the disaster. Additionally, COADs can act as a springboard for the formation of a long-term recovery group in a disaster.

- COAD**
- Locally-driven
 - Pre- or post-disaster recovery
 - Goal to deploy local community resources in a timely & effective manner
 - Can support creation of LTRG
 - COADs engage VOADs for support
 - Focus on community and location

Long-Term Recovery Group/Organization/Committee

Long-Term Recovery Groups (LTRGs) (also referred to as Long-Term Recovery Organizations (LTROs) and Long-Term Recovery Committees (LTRCs)), are an organized body typically comprised of representatives from faith-based, nonprofit, government, private and other organizations working collaboratively to support the long-term recovery of individuals and families in a geographically-specific, disaster-impacted community. While VOADs and COADs provide significant initial case work to survivors, LTRGs are often needed to provide ongoing disaster case management and address unmet needs of individuals and families impacted by the disaster.

A LTRG is often established as a 501(c)(3) nonprofit organization or is formed through an existing nonprofit organization to conduct their operations from and to hold and account for donated funds. A LTRG does not consist solely of COAD and VOAD members. A LTRG typically consists of a more holistic representation from the community such as community and faith-based leaders, local government agencies, major local economic drivers, school districts, etc.



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Local emergency management departments may be able to help identify potential LTRG stakeholders and provide community communication and outreach support. Outreach support may include information about the formation of a LTRG (i.e., a “call to action”) or other resources available in the community. External affairs staff (e.g., a Public Information Officer) within local emergency management can support the recovery of individuals by sharing internally and externally identified resources.

Each participating LTRG member should have an equal stake in supporting the community through their unique mission, scope and capacity. While a COAD itself cannot hire people or conduct recovery business for the community, a LTRG established as a 501(c)(3) nonprofit organization contains the legal and financial structure to directly do business in the community. The LTRG leverages support from COADs and VOADs, such as donated goods and funds and works through the Unmet Needs Roundtable (described below) to disburse the recovery assistance. The Unmet Needs Roundtable is an integral part of and overseen by, the LTRG. Each member of a LTRG typically retains their own individual funds and resources and collaborates with the disaster case managers. Once a resource is identified to address the need, depending on how the LTRG is structured, the individual LTRG member may directly pay the vendor or the LTRG can act as a pass-through entity to the vendor.

A COAD that is established pre-disaster can support the formation of a LTRG when a disaster occurs. The LTRG can be activated when extensive recovery support is beyond what the VOADs and COADs can provide. Depending on the disaster, long-term recovery can take several years or more before a LTRG is deactivated and returns to steady state within a COAD. A LTRG with a generic or geographically-focused name, as opposed to a name specific to a disaster, is better suited for supporting recovery needs from future disasters in the community (i.e., the legal and financial infrastructure of the LTRG will already be in place). Having a COAD and a LTRG in place also reduces the likelihood that one group or organization becomes dominant in the area. Pre-disaster, a COAD can develop Memorandums of Understanding (MOUs) to facilitate the recovery process (e.g., identifying and establishing a location to securely house donated material goods and the process for disbursement).

LTRG

- Formed as a direct result of a disaster (disaster-specific)
- Grass-roots organization
- Case Management and unmet needs identification
- Supports long-term recovery of the entire community
- Establishes voice and vision for community recovery efforts
- Function of geographic extent of disaster impacts



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Case Study Example: LTRGs can form in disasters that do not receive a federal disaster declaration. This was the case in the 2014 Carlton Complex Fire and the 2015 Okanogan Complex and Chelan Complex Fires which collectively destroyed over 300 homes. The Carlton Complex Long-Term Recovery Group formed in 2014 to coordinate recovery resources and collaborate with partners to support the impacted communities. With support from philanthropic organizations and donors, the long-term recovery group became the Okanogan Long-Term Recovery Group (OCLTRG) following yet another devastating wildfire season in 2015. The OCLTRG established itself as a 501 (c)(3) nonprofit. The OCLTRG continues to provide support to individuals and families impacted by the 2015 fires through case management and an Unmet Needs Roundtable. The roundtable addresses unmet needs that insurance or other resources may not cover and works through the funds raised by multiple organizations to support the unique needs of the survivors. Following another devastating wildfire season in 2020, the OCLTRG was able to support dozens of impacted individuals and families in the region.

Unmet Needs Roundtable/Committee

An Unmet Needs Roundtable (UNR) may be formed out of a LTRG as a centralized means of coordinating the unmet needs of impacted individuals and families identified through case management. Unmet needs are defined as the need for goods and services by disaster survivors that are not met by personal means, insurance or existing assistance programs. An UNR operates in a much more specific and geographically-defined area of the disaster to allocate resources and provide direct support to survivors to aid in their long-term recovery. The case managers work with survivors to identify and prioritize unmet needs and present these findings to the UNR to address appropriately by allocating funds and other resources.

The UNR is the *funding mechanism* used to address the unique, specific and unmet needs for individuals and families affected by the disaster. The funds (or occasionally in-kind donations) are established and allocated specific to the disaster by the members of the UNR. These resources are not part of other pre-existing local, state, federal or other assistance programs. Individuals and families should already have accessed all personal resources and applied for all governmental and non-governmental recovery

UNR

- Addresses unmet needs identified by LTRG case managers
- Allocates donated resources to individuals in support of their recovery
- Acts as a safety net to provide for ALL in the community and address recovery assistance gaps
- UNM is a result of LTRG/O activation and is temporary in nature
- Supported by VOADs and COADs



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support programs for which they might qualify for before approaching the UNR to seek additional assistance. Case managers will go to the UNR to ask for assistance in addressing any remaining unmet needs for the survivors as a last resort.

Typically, a board member from the LTRG sits on the UNR to facilitate meetings and bring people together, but is not in a leadership position. An Unmet Needs Committee (UNC) may also be created by the LTRG to oversee the UNR, but this is not always the case, nor necessarily the best option. Members of the UNR are vetted and independent, meaning their presence does not result in a conflict of interest for the cases they consider.



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Recovery Efforts Following a Disaster:

During a disaster, VOAD members can be part of (but don't necessarily support) the COAD. VOAD and COAD members support the UNR located within the LTRG based on their individual resource capabilities, capacities and missions. The LTRG coordinates and conducts the direct assistance for the impacted community.

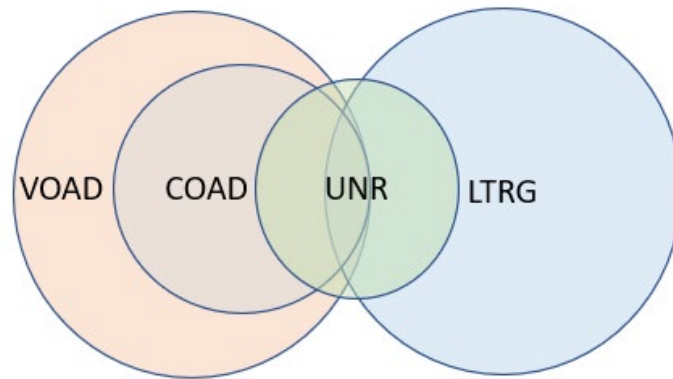


Figure 10: Diagram of Common Local/Tribal Recovery Efforts Following a Disaster

Recovery Efforts Steady-state:

Following a disaster and after all the unmet needs are met, the UNR dissolves. The LTRG performs close-out functions and deactivates until a future disaster warrants their attention. The VOAD and COAD continues to meet regularly with their members to maintain communication, strengthen networks and plan for the next disaster.

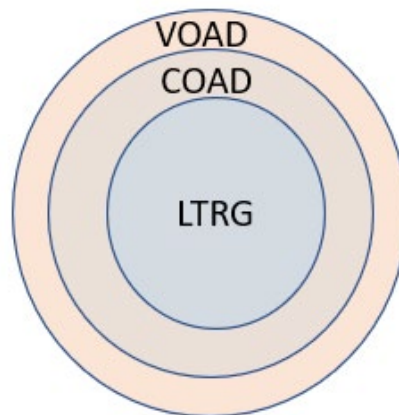


Figure 11: Diagram of Common Local/Tribal Recovery Efforts During Steady-state Operations



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Sequence of Delivery

The purpose of this section is to describe the typical sequence of recovery assistance from the perspective of an individual impacted by a major disaster.

1. Individual reports damages to local/tribal emergency management department.
2. Individual seeks assistance from the American Red Cross, The Salvation Army and others providing emergency relief services. Information on available recovery assistance may be shared through a variety of methods including Washington 2-1-1, local/tribal emergency management, newspaper, radio and social media, etc.
3. Local/tribal government and Voluntary Organizations Active in Disasters (VOADs) provide relief and mass care services (e.g., emergency food, water, shelter, clothing, medical needs) and provide recovery support (e.g., debris clean-up, home repairs, tarping, mental health and spiritual care).
4. Insurance companies notified of loss and claims initiated. Insurance types may include: Homeowner, Renter, Flood, Earthquake, Life, Health, Car, etc.
5. State government assistance programs activated/delivered (e.g., Disaster Cash Assistance Program, Disaster Supplemental Nutrition Assistance Program, vital documents replacement, etc.).
6. FEMA registration initiated (if Individual Assistance declaration) through FEMA Disaster Survivor Assistance outreach teams, at Disaster Recovery Centers, online and/or over the phone.
 - a. Temporary housing
 - b. Home repairs or replacement
 - c. Other programs approved under Individual Assistance as applicable (e.g., Other Needs Assistance non-SBA dependent items)
7. Small Business Administration physical and economic disaster loans offered, when applicable. The SBA is typically co-located with FEMA at the Disaster Recovery Centers to assist individuals with registering for assistance.
 - a. Home (real property) Disaster Loans
 - b. Personal Property (renters and owners) Disaster Loans
 - c. Business Physical and Economic Disaster Loans
8. Individual applies for other Federal government assistance programs as applicable (e.g., Housing and Urban Development housing programs, United States Department of Agriculture food assistance and housing programs, Farm Services Agency programs, Other Needs Assistance SBA-dependent items, etc.).



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9. Social Service local/community organizations provide additional recovery support to community members.
10. Long-Term Recovery Group/Organization established.
 - a. Disaster Case Management
 - i. Reviews case
 - ii. Vets whether true loss occurred, proof of ownership, etc.
 - iii. Identifies assistance received from FEMA, SBA, other government agencies, local organizations, insurance, COADs and VOADs
 - iv. Develops individual recovery plan
 - v. Presents any remaining unmet needs to the Unmet Needs Roundtable
 - b. Volunteer Coordination/Management
 - c. Construction Coordination
 - d. Donations Management/Fiscal Sponsor
 - e. Spiritual and Emotional Care
11. Unmet Needs Roundtable/Committee formed to address the remaining unmet needs of individuals who have sought assistance from all other public and private sources. The Disaster Case Managers bring these unmet needs to the roundtable to address.



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Direction, Control and Coordination

The WRF addresses all potential hazards and threats outlined in the State Threat and Hazard Identification and Risk Assessment (THIRA) process and the Washington State Enhanced Hazard Mitigation Plan (SEHMP). The WRF is applicable to an incident of any type, scale or magnitude that warrants coordinated recovery action. Recovery Support Functions activate based on the disaster impacts and extent of recovery needs.

The WRF is organized in accordance with several overarching state and federal planning frameworks and guidelines. These include the National Disaster Recovery Framework (NDRF), the CEMP, the SEHMP and the Comprehensive Preparedness Guide (CPG) 101. Additionally, the WRF adheres to the NIMS principles to maintain nationwide consistency in the emergency management field and improve recovery deliverables.

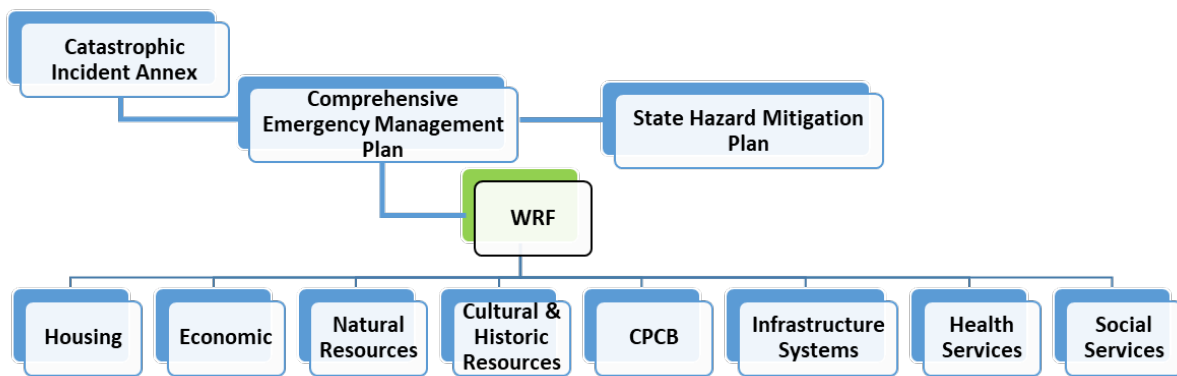


Figure 12: Relationship Between Existing State Plans.

Multi-Jurisdictional Coordination

The Washington State CEMP provides a policy level framework to support emergency response and recovery activities in Washington State. The CEMP Basic Plan, ESFs and Incident Annexes describe specific roles, responsibilities, functions and support relationships of state agencies. The CEMP also provides a framework for state, local, tribal and whole community coordination and cooperation supporting response and recovery of local jurisdictions in times of emergencies and disasters. For most incidents, policy issues related to response and recovery operations are the responsibility of the MAC Group. Larger incidents will require the UCG to provide oversight and coordination responsibility for how federal assets support response and recovery throughout the state. In a major or catastrophic disaster, the WRG will provide policy-level coordination and direction of state-level recovery activities.



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Recovery is the responsibility of the local jurisdiction. To the extent possible, the state will provide recovery support to the requesting jurisdiction. Recovery support is coordinated within the SEOC and by employing the RSFs when necessary. The RSFs remain flexible and scalable to adapt to the local or tribal recovery posture and needs. Similarly, the federal RSFs and recovery operational structure is intended to integrate with the tribal, state and local government structures through flexible and scalable means.

Interagency Recovery Coordination Structure

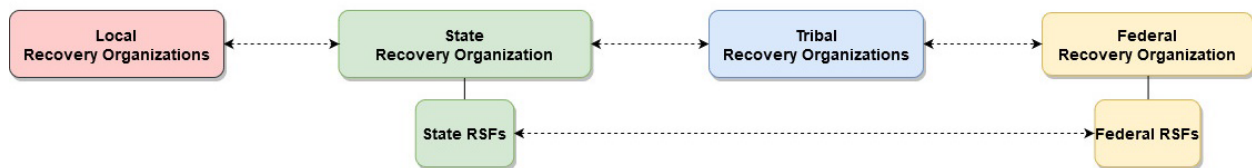


Figure 13: Interagency Recovery Coordination Structure

Horizontal Integration

Coordination among state-level stakeholders helps ensure that all agencies involved in the recovery process have a system in place for working together to achieve recovery. Below are some key plans which describe state recovery actions and/or contribute to the pre- and post-disaster recovery process.

Comprehensive Emergency Management Plan (CEMP)

The CEMP guides the overall emergency management roles, responsibilities and emergency management mission areas (protection, preparedness, response, recovery and mitigation) in the state.

CEMP, Catastrophic Incident Annex

This annex provides planning considerations for the SEOC in the context of a catastrophic incident. The purpose of the Catastrophic Incident Annex is to provide for immediate disaster support to complete all lifesaving operations, stabilize essential infrastructure, re-establish life support functions and complete the transition to long-term recovery.

<https://mil.wa.gov/plans>



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CEMP, Emergency Support Function 14 – Long-Term Recovery Annex

ESF 14 is the coordinating and advisory function supporting local recovery efforts through the SEOC to coordinate state and federal recovery resources, host relevant meetings, facilitate the transition of resources from response to recovery and prepare PDD requests.

- **CEMP, ESF 14 Appendix 1 – Requesting Presidential Emergency or Major Disaster Declaration**

This appendix provides the policies and procedures for the Governor to request a Presidential Disaster Declaration. ESF 14 plays a major role in collecting the information needed to request a PDD.

- **CEMP, ESF 14 Appendix 2 – Joint Field Office**

This appendix describes the roles and responsibilities of agencies/departments supporting a Joint Field Office following a PDD.

State Threat and Hazard Identification and Risk Assessment (THIRA)

The state THIRA identifies the threats and hazards most relevant to Washington State. The risk assessment and associated Stakeholder Preparedness Review (SPR) provides a self-assessment of an agency's current capabilities levels to address the threats and hazards identified. The THIRA and SPR together clarify the pre-disaster needs to build or sustain such capabilities.

Washington State Enhanced Hazard Mitigation Plan (SEHMP)

The Washington State Enhanced Hazard Mitigation Plan (SEHMP) highlights state-led mitigation activities and describes how the state supports local and tribal hazard mitigation efforts.

Understanding the state's hazards and vulnerabilities and the appropriate mitigation actions to take pre-disaster, sets the state up for success in the post-disaster recovery planning process.

The "Enhanced" designation provides an additional 5 percent of the total disaster declaration value toward the Hazard Mitigation Grant Program.

Vertical Integration

The WRF coordinates recovery assistance based on the requesting jurisdiction's plan that describes how they execute their actions to support recovery. Each RSF participating member is responsible for executing their recovery roles, responsibilities and actions based on what is stipulated in their individual agency operational plans. The WRF is organized to maintain local primacy throughout the recovery process by integrating with the regional, local-level, private sector and non-governmental organization planning efforts, to the extent possible. Appendix L contains locally-specific recovery frameworks and plans. The WRF and RSFs are also prepared to facilitate federal-level support and program delivery based on the National Response Federal Interagency Operational Plan and the Recovery Federal Interagency Operational Plan.

There are 9 Homeland Security Regions in Washington State encompassing all 39 counties. The Homeland Security Regions are used to organize counties into regions and represent a



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coordinated multi-county planning effort. The Homeland Security Regions may be used in a major or catastrophic incident to organize recovery planning priorities and resources.

Recovery Federal Interagency Operational Plan, Second Edition (August 2016)

The Recovery FIOF describes how the federal government organizes to support the recovery mission area and core capabilities. This document is the operational component to FEMA's National Disaster Recovery Framework (NDRF).

Regional Integration

The WRF coordinates recovery assistance across regional planning bodies. Examples include working with jurisdictions that have developed multi-county or regional recovery frameworks. The WRF and RSFs will work to support the regional recovery structure, while maintaining local primacy.

Regional Disaster Preparedness Organization (RDPO), Regional Recovery Framework, 2019

The Regional Recovery Framework is an all-hazards plan outlines resilient and equitable local and regional recovery operations across a five-county region – Multnomah, Clackamas, Columbia and Washington Counties in Oregon and Clark County in Washington. Find out more about the framework by visiting: <https://rdpo.net/regional-recovery-framework>.

Information Collection, Analysis and Dissemination

Information Collection

Information is collected primarily through ESF 14 in the SEOC and supported by other activated ESFs. Activated RSFs collect essential elements of information which support the Recovery Core Capabilities. Information is also collected from local, state, federal and tribal entities. The state recovery operations collect information pertaining to disaster impacts, unmet needs, resources deployed, finances and restoration statuses in support of the Recovery Core Capabilities.

Essential Elements of Information

The following categories are a baseline list of Essential Elements of Information (EIs) which should be considered for information collection to inform state recovery operations. Note that there are specific EIs within each of the RSF annexes. Each incident will likely contain unique EIs based on the incident type, scope, magnitude and other circumstances. Additionally, the informational needs of the participating agencies/departments will likely differ. The incident-specific EIs need to be shared with the Planning Section within the SEOC for staff to assist in collecting information.



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Essential Elements of Information (EIs)
Recovery
State Fiscal Capacity and Resource Availability
<ul style="list-style-type: none"> ○ Total Taxable Resources for the State ○ Gross Domestic Product
Uninsured Home and Personal Property Losses
<ul style="list-style-type: none"> ○ Homeownership Rates ○ Fair Market Rate ○ Temporary housing cost estimates ○ Repair cost estimates ○ Replacement cost estimates ○ Insurance
Disaster Impacted Population Profile
<ul style="list-style-type: none"> ○ Poverty rates ○ Supplemental security income data ○ Unemployment data ○ Demographics – 65 and older, 18 and younger, number of individuals identified as living with a disability and number of individuals who speak a language other than English and speak English less than “very well” according to the US Census Bureau ○ Disaster related unemployment ○ Other needs assistance cost estimate
Impacts to Community Infrastructure
<ul style="list-style-type: none"> ○ Critical facilities damaged or inoperable including status of repairs and estimated completion timeline, if known ○ Accessibility concerns to critical infrastructure (e.g., transportation infrastructure or utility disruptions) ○ Disruption of normal community functions and services ○ Disruption to or increased demand for lifesaving and life sustaining services (e.g., police, fire, EMS, hospital/medical, sewage and water treatment services) ○ Disruption to or increased demand for essential community services (e.g., schools, social services programs and providers, childcare and older adult care) ○ Health and safety hazards (e.g., contaminated water or debris)



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Essential Elements of Information (EIs)	
Recovery	
Injuries and Casualties	<ul style="list-style-type: none"> Estimated number of deaths, injuries or missing individuals
Impact to Local/Tribal Communities	<ul style="list-style-type: none"> Identify any local/tribal communities that have incurred high per capita impacts Identify any local/tribal communities with particularly significant impacts to critical infrastructure Identify other factors that illustrate “significant” impact at a jurisdictional level Recovery Core Capability impacts (Planning, Public Information and Warning, Operational Coordination, Infrastructure Systems, Economic Recovery, Health and Social Services, Housing, Natural and Cultural Resources) Capacity to restore essential community services Pre-disaster barriers, government service access issues, social challenges, etc. that provide context to the disaster’s impacts to the community

Table 8: Essential Elements of Information

Information Analysis

The information is used to equip the entities involved in recovery operations and decision-making with the information needed to coordinate state recovery efforts and support the impacted communities. In a major disaster the information collected may be used to provide the Governor with a clear picture of the state recovery operations and guide the WRG policy-decisions including Governor’s proclamations. The EEI table above addresses the requirements for a PDD request, which includes FEMA’s Individuals and Households Program (IHP) and the Public Assistance Program (PA). The information may also be used to request other forms of federal assistance including from the Small Business Administration.

Specific information management tools are described within the ‘Information Analysis’ section of the RSF annexes. Recovery information including status reports, resources requests and the SEOC or Joint Incident Action Plan (IAP) may be used to inform recovery support strategies and recovery decision-making at the federal and state level.

Information Dissemination

Information is disseminated to the Operations Section Chief (or Recovery Branch Director if activated) utilizing the SEOC web-based incident management software for Emergency



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Operations Centers (WebEOC) or best available system as allowed under the circumstances. Information is also disseminated among recovery stakeholders and partner entities, including local, tribal and state partners, advocacy organizations and FEMA if applicable. Information may be disseminated through the use of verbal, electronic and/or graphical methods. ESF 14 and/or the Recovery Coordinator facilitates information transfer between ESFs and other entities supporting Recovery Core Capabilities, including any other activated RSFs. The RSFs work with the ESFs to share information about impacts, assistance provided, unmet needs and working relationships at all levels of government

As the incident progresses and SEOC activity diminishes, alternative methods of information dissemination outside of WebEOC may be used. In large disasters, the JFO will act as a primary location for information dissemination regarding recovery activities in the state. The Public Information Officer (PIO) in the JFO will also support the information dissemination to the general public concerning recovery activities. Key state entities participating in the recovery efforts in the state may disseminate information to their stakeholders and the general public using a variety of communication means such as social media, websites, radio, tv, printed materials, outreach events, etc.

Responsibilities

Responsibilities of state agencies/departments specific to key recovery areas are defined in the RSFs located in the [Annex](#) section of this document and available online at <https://mil.wa.gov/recovery>. These actions are tied to executing the Critical Tasks within the primary and support Core Capabilities of the Recovery Mission Area. Specific pre-disaster recovery activities listed by state agencies are located in the Appendix. Pre-disaster recovery activities support the Planning, Public Information and Warning and Operational Coordination Core Capabilities, which span all Mission Areas including the Recovery Mission Area. The following sections identify the key roles and responsibilities of individual community members, elected and appointed officials, state agencies and departments, the private sector and nongovernmental, volunteer and community organizations. Pre- and post-disaster recovery planning involves a Whole Community approach and a unified effort among all recovery stakeholders.

Individual Community Members

Individual community members have a responsibility to prepare themselves and their family for emergencies and disasters. A community whose members are prepared helps to reduce the demand on emergency services in the immediate response to a disaster. In turn, a prepared community may transition from disaster response into recovery quicker and with greater



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resilience. This ability to transition leads to a reduction in the demand for recovery services, particularly in the immediate aftermath of the disaster. Individuals should be prepared to sustain themselves and their household for a minimum of two weeks and possibly longer due to a catastrophic incident. Visit <https://mil.wa.gov/preparedness> to learn more about preparing for disasters.

Individuals play a critical role in participating in their community's recovery through a variety of avenues; some options for involvement are volunteering for a position on a local recovery group, participating in a post-disaster recovery planning session or supporting relief and recovery activities. Individuals should be given ample and accessible opportunities to participate in the post-disaster community recovery process.

Community resilience is strengthened by ensuring everyone is prepared for an emergency or disaster and by socially engaging with other community members before a disaster strikes. Opportunities for community members to connect strengthens resilience by building upon existing networks and creating new social connections. Individuals with strong social ties to one another improves the effectiveness and efficiency of the disaster recovery process in a number of ways. For example, people may be more willing to rebuild their livelihoods in the impacted community rather than move away. This means the community can retain its tax base and more importantly, its sense of community, thereby moving forward in the rebuilding process together with the support of its members.

Elected/Appointed Officials

Elected or appointed leaders have a crucial role in the recovery process. As part of the pre-disaster recovery planning process, local elected and community leadership buy-in is important. Elected leadership involvement in the planning and exercise process helps clarify their roles and responsibilities in an incident. After a disaster, local elected leadership may have the authority to appoint individuals to lead the recovery efforts or approve/disapprove leadership nominations to a recovery organizational body. Elected leaders may also be responsible with approving and adopting a post-disaster recovery plan and setting the tone for the community's overall recovery.

The post-disaster environment can quickly become complex, often resulting in community frustration. For example, legislation drafted and adopted pre-disaster may not have fully anticipated the consequences of the policies in the context of a disaster. As such, amendments to existing legislation and proposals for new ones may be needed. Elected officials advocate for their communities and can draft and support initiatives to aid their community's recovery. Local declarations of emergencies or disasters, including public health emergencies, are often required as a "trigger" for response and recovery programs to proceed such as debris clean-up



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and removal. Local officials can speed up the recovery timeline by swiftly making declarations, when necessary. Other actions may include enacting housing-specific or utility moratoria, waiving permits or permit fees or temporarily permitting non-traditional housing options in locations which would under normal circumstances be prohibited (e.g., allowing campers, RVs or similar travel trailers to remain on properties for a set period of time while repairs are taking place).

Government Agencies/Departments

Local and tribal emergency or disaster proclamations or declarations are usually prepared by the local or tribal emergency manager and implemented by the executive head of the political subdivision or tribal government. The exact process will depend upon specific local and tribal requirements. A local and tribal emergency or disaster proclamations or declarations is an important step in the recovery process. The proclamation/declaration often triggers specific local, state and/or federal assistance programs and procedures (e.g., recognizing disaster debris poses a hazard to public health and safety which subsequently allows for debris clean-up and disposal fee waivers).

Recovery support may be provided by government agencies and departments following a disaster. A major step in the pre-disaster recovery planning process is identifying one or more agencies to lead the planning process and clarifying the roles, responsibilities and authorities of each community stakeholder. Following a disaster, federal and state recovery funding programs are often executed at the local level through the local government departments and community service providers. Government agencies (and elected officials) are responsible for meeting their statutory requirements related to supporting the people living in the state. Government agencies should seek input from the public where possible and conduct recovery operations while maintaining transparency. Major disasters will require years of continued recovery efforts by local government agencies to monitor numerous recovery-related projects and programs while maintaining the typical day-to-day local government functions. For additional guidance on the roles of local leaders, departments and agencies in recovery and recovery management staffing, see the American Planning Association's [*Planning for Post-Disaster Recovery: Next Generation*](#). Government agencies need to carefully manage public expectations throughout the recovery process.

In addition to local emergency management, the local government plays an important role of leading the overall community recovery process. Local elected officials often take on a leadership role after a disaster in directing, overseeing, and/or supporting the community recovery planning efforts. Additionally, local government functions including planning, public works, parks and recreation, education departments, etc. all play an integral part in supporting



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the collaborative and deliberate community recovery and revitalization planning efforts following a disaster.

Private Sector

The private sector plays a critical role in supporting disaster recovery efforts. Developing relationships with private sector stakeholders and establishing public-private partnerships is important for all levels of government. Businesses and jobs can be saved and a viable recovery can be accomplished when private sector needs are coordinated. Public-private partnerships can support government needs by providing technical assistance, donations, subject matter expertise and non-traditional financial resources. Logistics relies heavily on the private sector to procure items in support of response and recovery efforts. The private sector contributes substantially by providing much-needed donations or providing goods and services through contractual arrangement or government purchases to assist in recovery. The private sector also supports recovery activities through advisory and supportive roles. They may participate in policy groups when requested and provide other unique technological support when requested. The private sector may be represented in state and local recovery organizations.

Private sector associations and trade groups can help provide recovery leadership with information on the resources and of their membership and coordinate connections to key stakeholders. Examples of private-sector associations include business associations, professional associations and local, state and national chambers of commerce.

For additional information on business preparedness visit <https://mil.wa.gov/business>. FEMA's [*Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents*](#) guide published February 2015, provides further information on how the private sector can support recovery efforts.

Nongovernmental/Volunteer and Community Organizations

Nongovernmental, volunteer-based and other community organizations provide essential resources to state and local jurisdictions to assist in the recovery phase of disaster operations. Working with the impacted jurisdiction, they identify disaster recovery related capabilities needed to meet organizational roles and responsibilities. They may provide trained support staff to the SEOC, JFO or the requesting jurisdiction to assist in disaster recovery operations. Assistance may include providing personnel, organizational support of long-term recovery groups, financial assistance and management, disaster case management and recovery trainings and agency/department recovery program delivery.



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Logistics

The Washington Military Department, Emergency Management Division (EMD) State Emergency Operations Center (SEOC) Logistics Section is the state's co-lead (along with the Department of Enterprise Services) to ESF 7 (Logistics Management & Resource Support). The section provides logistical, planning and training support to Washington State, county, Tribal and municipal emergency management agencies. Activities address resource needs analysis, evaluation, planning for future needs requirements, procurement, distribution and other coordination of resources. Resources may include emergency relief supplies, facilities, equipment, telecommunications, contracting assistance, transportation services, maintenance and personnel.

The Logistics Section provides services and support to the SEOC, the JFO or both. In supporting recovery operations, the Logistics Section will continue to process resource requests, particularly to address short-term needs (e.g., recovery staffing, procurement of equipment, identifying and supporting the local establishment of Disaster Recovery Centers as requested in coordination with FEMA, etc.). The Logistics Section also ensures support for SEOC and Joint Field Office (JFO) (as applicable) facilities, transportation, communications, supplies, equipment (including maintenance and fuel), food and travel arrangements as requested and approved (approval routing indicated on approval forms). The section also coordinates communications and information technology assistance, facilities management, site selection and all internal resource needs for the SEOC or assigned JFO staff.

The recovery staff, including the Logistics Section operating in either the SEOC, Initial Operating Facility (IOF), JFO or alternative setting, will identify existing memorandums of agreement or memorandums of understanding (MOAs or MOUs) to support the recovery objectives. Logistics is the holder of Emergency Services Contract, which when activated, can provide debris removal, emergency stand-by services and large-scale support camps for housing. The Logistics Section may also seek mutual aid assistance for the state which includes the Emergency Management Assistance Compact (EMAC) and the Pacific Northwest Emergency Management Arrangement (PNEMA).

The entities participating in the response to a disaster may or may not be the same entities supporting recovery operations. As part of the transition from response to recovery, state agencies should identify alternative personnel and subject matter experts that may be needed to coordinate recovery efforts and rotate out their response staff. The common limitations in staffing and funding capacities among local and tribal governments will necessitate a creative and holistic approach to managing the recovery logistics and resources of a disaster. If not already existent, MOAs or MOUs and other contracts should be established with nonprofit



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organizations, representatives of the private sector, philanthropic organizations and VOADs *pre-disaster*, to adequately address the recovery resource gaps and needs post-disaster.

Finance

The cost recovery mechanisms of state and local jurisdictions are similar to the process identified in the CEMP under the Financial Management section. The Finance Section in the SEOC, JFO or alternative setting track EMD personnel staffing costs.

Emergency expenditures are not normally integrated into the budgeting process of state and local jurisdictions. Nevertheless, incidents occur requiring substantial and necessary unanticipated obligations and expenditures. State agencies will follow emergency procedures outlined in RCW 43.88.250, Emergency Expenditures.

Local jurisdictions requesting assistance in their recovery efforts should assume that the resources requested will need to be paid out of local funding. Local jurisdictions may incur disaster-related obligations and expenditures in accordance with the provisions of RCW 38.52.070(2), applicable state statutes and their local codes, charters and ordinances, which may include but are not limited to the following:

- Emergency expenditures for cities with populations less than 300,000. RCW 35.33.081.
- Emergency expenditures for towns and cities with an ordinance providing for a biennial budget. RCW 35.33.081.
- Emergency expenditures for code cities. RCW 35A.33.080 and RCW 35A.34.140.
- Emergency expenditures for counties. RCW 36.40.180.

Records will be kept in such a manner to separately identify incident related expenditures and obligations from general programs and activities of state agencies and local jurisdictions or organizations. Complete and accurate records are necessary to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disasters and for audit reports.

Disaster-related expenditures and obligations of state agencies, local jurisdictions and other organizations may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain public facilities after a major disaster declaration by the President of the United States under the statutory authority of certain federal agencies.

Following a Presidential Disaster Declaration, the Office of Financial Management and the Washington Military Department, Finance Office will determine if spending authorities are



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adequate to accommodate the state funding required for JFO operations. They will also determine whether the Disaster Response Account is sufficiently funded to accommodate the surge in FEMA Other Needs Assistance Program payments to approved applicants and Public Assistance (PA) Project Worksheets payments.

The Legislature will decide each legislative session whether or not to fund half of the non-federal match share for Public Assistance (PA) and Hazard Mitigation Grant Program (HMGP) applicants. More specifically, the Legislature determines whether to approve funding from the Disaster Response Account to cover 12.5 percent of the 25 percent non-federal cost share for local entities and fund the full 25 percent cost share for state agencies.

Washington Recovery Resources Guide

The [Washington Recovery Resource Guide](#), developed by the Washington Emergency Management Division Recovery Team, is a dashboard that combines available financial, informational, material and other resources that can support restoration and recovery activities in a community following a disaster. This guide was conceptualized as a way to provide local, tribal and state partners with tailored recovery resources in order to aid in long-term recovery efforts and build capacity and resilience from current or future disasters. This is an ongoing project and will be updated periodically with new information. Contact the EMD Recovery staff by email at recovery@mil.wa.gov with any questions or suggestions on how to further improve this tool.

FEMA Public Assistance (PA) Program

<https://www.fema.gov/assistance/public>

<https://mil.wa.gov/public-assistance>

The Public Assistance (PA) program is FEMA's largest grant program, providing funds to assist communities responding to and recovering from major disasters or emergencies declared by the President. The program provides funding for emergency assistance to save lives and protect property and assists with funding for permanently restoring community infrastructure affected by a federally declared incident. Eligible applicants include states, federally recognized tribal governments (including Alaska Native villages and organizations so long as they are not privately owned), U.S. territories, local governments and certain private nonprofit (PNP) organizations. The cost share requirements associated with public assistance typically represent a 75 percent federal and a 25 percent non-federal cost share. If approved by the State Legislature, the state may contribute a matching portion to the non-federal share (e.g., 12.5 percent State/12.5 percent Local).



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The Public Assistance State Administrative Plan (SAP) is a binding agreement between FEMA Region X and the Washington Military Department (as Recipient) as to the administrative procedures for the PA Program in the state of Washington. The PA SAP is an annual plan that identifies roles and responsibilities of Washington State in administering FEMA's PA Program. The PA SAP also identifies roles, policies and procedures to be followed when a PDD request is approved by the President. The PA SAP can be found in the office of the Deputy State Coordinating Officer —Public Assistance (DSCO-PA). The plan is updated annually as part of the adopted SEOC Standard Operations Manual.

Audits of state and local jurisdiction emergency expenditures will be conducted in the normal course of state and local government audits. Audits of projects approved for funding with federal disaster assistance funds are necessary to determine the eligibility of the costs claimed by the applicant.

The Public Assistance Program and Policy Guide (PAPPG) provides an overview of the PA Program, the policies and the implementation steps. The PA Program supports community recovery by providing grant assistance for debris removal, life-saving emergency protective measures and restoring public infrastructure. The PAPPG can be found at:

<https://www.fema.gov/assistance/public/policy-guidance-fact-sheets>

The Public Assistance eligible types of work are as follows:

- Category A: Debris removal
- Category B: Emergency protective measures
- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Public buildings and contents
- Category F: Public utilities
- Category G: Parks, recreational and other facilities

Public Assistance: Section 406 Mitigation

The PA (406) Mitigation grant is managed by the state under funding provided by the Robert T. Stafford Disaster Relief and Emergency Act, Section 406 ("Stafford Act"). Section 406 mitigation measures are funded under the Public Assistance Program (PA). Section 406 funding provides discretionary authority to fund mitigation measures in conjunction with the repair of the disaster-damaged facilities and is therefore limited to declared counties and eligible damaged facilities. In order to be eligible for Section 406 mitigation funding, the mitigation activity must be associated with the disaster damage (damaged element), reduce the risk of future damage to the facility and be cost effective. Section 406 funding is applied on the parts of the facility



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that were damaged by the disaster and the mitigation measure directly reduces the potential of future, similar disaster damages to the eligible facility.

FEMA can provide funding to mitigate future disaster damage and assist communities in becoming more resilient by funding:

- Measures to protect a damaged facility against future damage
- Restoration of facilities to locally adopted codes and standards
- Hazard-resistant design provisions of the International Code Council's building codes for buildings that have sustained significant damage
- Relocation of some facilities outside hazard-prone areas.

The FEMA PA Program Delivery Manager will help sub-recipients identify potential PA (406) Mitigation opportunities. Applicants who have questions regarding the PA (406) Mitigation program should contact the State Public Assistance Officer assigned to their projects. Additional questions pertaining to the PA Program can be emailed to: assist.public@mil.wa.gov.

If you qualify for repairs through FEMA's PA Program, you may also be eligible for additional funding to protect your facility.

Hazard Mitigation: Section 404 Hazard Mitigation Grant Program (HMGP)

The Hazard Mitigation Grant Program (HMGP) is managed by the state under mitigation funding measures provided for in Section 404 of the Stafford Act. The 404 funding is used to provide protection to undamaged parts of a facility or to prevent or reduce damages caused by future disasters. The entire state - not just Presidentially disaster declared counties - may qualify for Section 404 mitigation projects. The state receives a percentage of the total Federal share of the declared disaster damage amount (20%), which it uses to fund projects anywhere in the state, regardless of where the declared disaster occurred or the disaster type.

- Applicants who have questions regarding the Section 404 mitigation program should contact the State Hazard Mitigation Officer, Tim Cook, 253-512-7072, tim.cook@mil.wa.gov.
- 404 grant funding may be used in conjunction with 406 mitigation funds to bring an entire facility to a higher level of disaster resistance, when only portions of the facility were damaged by the current disaster event.
- FEMA provides mitigation assistance using HMGP funds for Fire Management Assistance declarations on or after October 5, 2018. Funding is available for Fire Mitigation Assistance Grants (FMAG) declared within the state.



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- All subapplicants for HMGP must have a FEMA-approved local or Tribal Mitigation Plan at the time of obligation of grant funds for mitigation projects.
 - The Regional Administrator may grant an exception to the local or Tribal Mitigation Plan requirement in extraordinary circumstances when justification is provided. If this exception is granted, a local or Tribal Mitigation Plan must be approved by FEMA within 12 months of the award or the project subaward to that community.

Fire Management Assistance Grant Program (FMAGP) for Public Agencies

<https://mil.wa.gov/fire-management-assistance-grant-program-fmagp-for-public-agencies>

The federally funded Fire Management Assistance Grant Program (FMAGP) provides financial assistance to state, local and federally recognized tribal governments for the mitigation, management and control of fires on publicly or privately owned forests or grasslands. A federal fire management assistance declaration may be requested and issued for an uncontrolled fire when a threat of a major disaster exists.

The Fire Management Assistance declaration process is initiated when the state submits a request for assistance to the FEMA Regional Administrator at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours.

The FMAGP provides a 75 percent Federal cost share and the sub-recipient pays the remaining 25 percent for actual costs. The cost share requirements associated with FMAGP represent a 75 percent federal and a 25 percent non-federal cost share. If approved by the State Legislature, the state may contribute a matching portion to the non-federal share (e.g., 12.5 percent State/12.5 percent Local).

Eligible applicants to participate as subrecipients for the FMAG program may include special purpose districts such as fire districts and publicly owned utility companies, county and local emergency management, law enforcement and public works offices, state agencies and federal-recognized tribal governments.

Eligible firefighting costs may include expenses for equipment use, repair and replacement; tools, materials and supplies; field camps; and mobilization and demobilization activities.

Eligible emergency protective measures may include staff overtime and equipment time for providing evacuation notices, barricading roads, water pumping and emergency operations center costs.



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For more information on the FMAG program, see the [FMAG Applicant Manual 2020](#) (PDF) or contact the FMAG Program Manager by using the contact information on the following webpage: <https://mil.wa.gov/fire-management-assistance-grant-program-fmagp-for-public-agencies>.

FEMA Individual Assistance (IA)/Other Needs Assistance (ONA) Programs

<https://www.fema.gov/individual-disaster-assistance>

<https://mil.wa.gov/for-individuals-households-businesses>

The Individual Assistance (IA) State Administrative Plan (SAP) for the Other Needs Assistance (ONA) Program (Section 408 of the Stafford Act) is a binding agreement between FEMA Region X and the Washington Military Department (as Recipient) as to the administrative procedures for the IA Program in the state of Washington. The IA SAP sets forth the organization, staffing and procedures for administration of the Individuals and Households Program, Other Needs Assistance, in Washington State subsequent to PDD request approved by the President. The plan also identifies roles, policies and procedures that assure the delivery of financial assistance to eligible disaster victims. The IA SAP for the ONA Program can be found in the office of the Deputy State Coordinating Officer —Individual Assistance (DSCO-IA), if designated, or EMD’s Human Services Program Supervisor. The administration of the ONA Program is the responsibility of EMD. This is known as the “Joint Option.” Under this option, the state is the administrator of the ONA Program and FEMA participates in providing ONA with the state. This differs from the “FEMA Option” whereby FEMA administers and processes the entirety of the ONA program and coordinates these activities with the state. During disaster recovery operations, the state may co-locate with FEMA in a JFO or alternative setting for the purpose of managing the ONA grant when it is in the best interest of the state to do so.

Under provisions of the Single Audit Act, as amended, Washington State has opted to obtain a statewide Single Audit to meet the basic federal audit requirements for all federal assistance awards administered or expended by agencies or institutions of the state. The Single Audit Act and 2 CFR Part 200 Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards establish various requirements for state agencies and institutions administering federal assistance. These are addressed in RCW 43.88, State Budgeting, Accounting and Reporting System.

Individual Assistance Declaration

Upon an IA declaration, FEMA assists individuals and households through the coordination and delivery of several IA programs. These programs address:



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- Crisis Counseling and Assistance and Training Program
- Disaster Case Management
- Disaster Legal Services
- Disaster Unemployment Assistance
- Voluntary Agency Coordination
- Mass Care and Emergency Assistance
- Individuals and Households Program Assistance

An approved IA declaration for Washington State is exceptionally rare and should not be relied upon by the community as the sole source of recovery assistance. Emergency management and public officials should set expectations management early on in the disaster to mitigate negative public sentiment, disappointment and frustration regarding the extent of direct federal assistance provided by FEMA through an IA declaration.

Individual Assistance Considerations:

- State Fiscal Capacity and Resource Availability (Total Taxable Resources - [treasury.gov](https://www.treasury.gov))
- Disaster Impacted Population Profile
- Impact to Community Infrastructure
- Uninsured Home and Personal Property Losses
- Trauma (deaths and injuries)
- Disaster Related Unemployment

There are two parts of the Individuals and Households Program (IHP) that are described in the following pages:

1. Housing Assistance (Temporary, repair/replace, semi-permanent)
2. Other Needs Assistance (Medical, dental, funeral, personal property expenses)

Housing Assistance

Housing Assistance helps disaster survivors with uninsured or underinsured necessary expenses and serious housing needs and is administered and fully funded by FEMA. Eligible individuals may receive financial assistance to rent alternate housing, pay for short-term transient accommodations, repair owner-occupied private residences and to replace owner-occupied private residences. Assistance is typically administered through Disaster Recovery Centers and/or using FEMA's Disaster Survivor Assistance (DSA) teams. Individuals can also apply for assistance using FEMA's mobile app, visiting <https://disasterassistance.gov>, or by calling the FEMA customer service number at: 1(800)-621-3362; TTY 1(800)-462-7585.



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- *IHP Assistance is not a substitute for insurance and cannot compensate for all losses caused by a disaster; it is intended to meet basic needs and supplement disaster recovery efforts.*
- IHP Assistance is not considered income or a resource when determining eligibility for welfare, income assistance or income-tested benefit programs that the federal government funds, such as Social Security benefits or disability income.
- Housing Assistance maximum award as of Federal Fiscal Year 2021 is \$36,000 and is adjusted annually.
 - Accessibility related items among others, do not count against this limit.

The following are the general types of housing assistance:

1. **Temporary/Rental Housing – Financial Assistance** (Limited to 18 months or up to the maximum award, whichever comes first)
 - Money to reimburse temporary lodging/hotel expenses (up to 30 days)
 - Money to pay 'fair-market' rental expenses if the primary residence is uninhabitable; and insurance does not cover.
2. **Repair/Replacement/Construction – Financial Assistance** (Limited to the maximum award)
 - Purpose is to return an unlivable primary residence to a state of repair that will allow it to be safely occupied.
 - Financial assistance for repair expenses beyond what home repair grants will cover may come from the SBA.
3. **FEMA Housing Units – Direct Assistance** (Limited to 18 months or up to the maximum award, whichever comes first)
 - Multi-Family Lease Repair Program
 - When there's not enough rental properties available, FEMA *may* provide a mobile/modular housing unit

Other Needs Assistance

Other Needs Assistance awards are available to qualified individuals and families to meet serious, disaster-related needs and necessary expenses for which assistance from other federal, state or voluntary agency disaster assistance programs is unavailable or inadequate. Typically, these needs fall into the categories of medical, dental and funeral expenses. Personal property, transportation and other necessary expenses resulting from a major disaster may also be



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eligible. The ONA program is administered by the state and funded 75 percent by FEMA and 25 percent by the state. Additional information concerning the ONA program is as follows:

- ONA grants are for uninsured, disaster-related, serious needs.
- The maximum grant limit as of Federal Fiscal Year 2021 is \$36,000 and is adjusted annually.
- Eligibility for assistance is based upon essential needs as determined by a FEMA inspection and averages somewhere between \$3,000 and \$5,000.
- For most cases, ONA is provided when there is a disaster need not covered by a Small Business Administration loan or an individual is determined ineligible for an SBA loan.

ONA Categories and Examples:

- Non-SBA Dependent: Medical, Dental, Funeral, Child Care
- SBA Dependent: Personal Property, Transportation, Moving and Storage, Tools, Other

The Individual Assistance Program and Policy Guide (IAPPG) can be found at:

<https://www.fema.gov/assistance/individual/program-policy-guide>

Other Recovery Resources

Immediate Emergency Assistance

Voluntary organizations can and will provide immediate aid in the way of mass care (sheltering and feeding), medical assistance, animal control and sheltering, child care, clothing, clean-up help, transportation help and some personal property assistance. This assistance is available upon the request of the individual or government agencies during any significant emergency, though capacity varies from community to community.

To learn more about and to request assistance from Washington Voluntary Organizations, please visit the Washington Voluntary Organizations Active in Disasters (WAVOAD) website:

<http://www.wavoad.org/cms/home>

Other programs managed by other agencies are generally made available during Presidential Disaster Declarations. These include:

- United States Department of Agriculture Farm Service Agency Loans
- Department of Employment Services Disaster Unemployment Assistance
- Temporary Tax Relief from the Department of Revenue and Internal Revenue Service
- Housing grants through the Department of Housing and Urban Development



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- Crisis Counseling through the Department of Social and Health Services

Small Business Administration Disaster Loan Programs

<https://www.sba.gov/funding-programs/disaster-assistance>

Small Business Administration (SBA) loans are considered the primary source of funds for disaster recovery and can be made available without a PDD. In the absence of insurance coverage, the SBA Disaster Loan Program may offer low interest loans to qualifying businesses, individuals, families and non-farm businesses to recover from the impacts of an incident. There are five situations in which disaster declarations make SBA disaster loans available:

1. When the President declares a Major Disaster and authorizes Federal Assistance, including Individual Assistance, the SBA automatically makes its low-interest loan programs available to qualifying businesses and private nonprofit organizations that have suffered damages.
2. If only Public Assistance is authorized, certain private nonprofit facilities must first apply to the SBA for disaster loan assistance before it can seek grant assistance from FEMA.
3. SBA Physical Disaster Declaration is made based on a minimum amount of damage that meets the following criteria:
 - a. At least 25 homes or 25 businesses (or a combination) each sustain uninsured losses of 40 percent or more of the estimated fair replacement value or pre-disaster fair market value, whichever is lower; or
 - b. At least three businesses each sustaining uninsured losses of 40 percent or more of the estimated fair replacement value or pre-disaster fair market value, whichever is lower and causes 25 percent or more of the work force in their community to be unemployed for at least 90 days; AND
 - c. The Governor submits a written request for a physical disaster declaration by SBA within 60 days of the date of the disaster.
4. SBA Economic Injury Declaration in response to a determination of a natural disaster by the Secretary of Agriculture.
5. SBA Economic Injury Declaration when at least five small business concerns in a disaster area have suffered substantial economic injury as a result of the disaster and are in need of financial assistance not otherwise available on reasonable terms.



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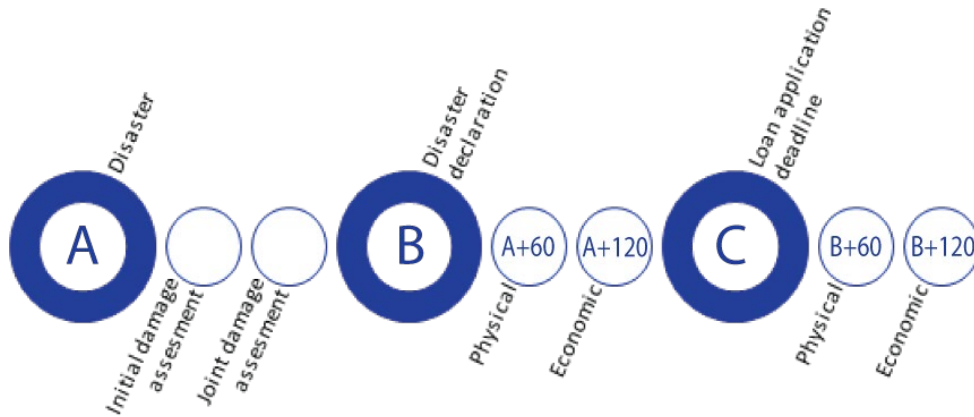


Figure 14: SBA Disaster Declaration Request and Loan Application Timeline

Figure 14 describes how the Governor can submit a written request to SBA for a physical disaster declaration by SBA within 60 days of the date of the disaster (A+60). Once the SBA has declared a physical disaster declaration, individuals have 60 days to apply (B+60). The SBA can make an economic injury declaration if the Governor signs a state certification that at least five small businesses in the disaster area have suffered substantial injury as a result of the disaster and are in need of financial assistance not otherwise available on reasonable terms. This must take place within 120 days of the date of the disaster (A+120). Individuals must apply within 120 days of the approved economic injury disaster declaration (B+120).

- **Physical Disaster Loans** are a primary source of funding for permanent rebuilding and replacement of uninsured disaster damages to privately-owned real and/or personal property. These loans are available to qualifying homeowners, renters, non-farm businesses of all sizes and nonprofit organizations. Loans for personal property include clothing, furniture and automobiles and are limited to \$40,000. Real property loans are for repairing or restoring a home to its pre-disaster condition in compliance with current building codes or to prevent possible future disasters of the same kind from occurring and are limited to \$200,000.
- **Business Physical Disaster Loans** are a source of funding to repair or replace destroyed or damaged business facilities, inventory, machinery and equipment and other assets not fully covered by insurance and are limited to \$2 million. Loans also are available to



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provide working capital during the disaster recovery period to small businesses in declared counties.

- **Economic Injury Disaster Loans** are a source of funding to provide necessary working capital until normal operations resume after a disaster. These loans are for small businesses and small agricultural cooperatives when unable to obtain credit elsewhere. In major disasters, individuals in contiguous counties affected by the disaster may be eligible for loans as well. SBA makes an Economic Injury Declaration when at least five small businesses have suffered substantial economic injury due to a sudden physical incident and there is not reasonable financial assistance available in the area and are limited to \$2 million.
- **Mitigation Loans** may be made available to cover improvements that will protect against future damages (i.e., retaining walls, etc.). Mitigation loans are "in addition" to approved loans but can't exceed 20 percent of the loan amount.

Administration

The *Documentation & Administration* section within the CEMP describes the administrative protocols used during an emergency operation, to include recovery. RCW 40.10.010 establishes the requirements of state elected and appointed officers to provide for the continuity and preservation of civil government by designating and securing essential records needed in an emergency for the reestablishment of normal operations. These actions are completed in coordination with the state archivist. Local government offices may also coordinate the protection of essential records with the state archivist.

Documentation throughout the recovery operations is critical for state and local agencies for purposes of creating historical records, recovering costs, addressing insurance needs, developing mitigation strategies and writing an after-action report. Recovery-specific documentation may include signed contracts (such as with a private consultant group), resource requests, situational reports, incident action plans, damage assessments including photos, staffing sign-in logs and activation dates, timestamps and receipts of equipment or other resources purchased or rented during the disaster. Documentation may be in the form of electronic copies, original hand-written notes, emails or photos. Individual state agencies are responsible for working with their human resources and finance departments for documentation and cost tracking purposes.

AARs will be written following any EMD recovery activation, including any activations of the RSFs. The AARs provide an opportunity to learn from the incident, improve processes and refine



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recovery operations for the next activation occurrence. The AAR should focus on timeline of activation, process of activation, actions taken, resources committed, strengths and weaknesses, challenges and shortcomings and recommended corrective actions, among others. The recovery personnel at EMD will work with the appropriate sections during non-disaster periods to address the deficiencies and recommendations identified in the AAR(s).

Communications

Initial recovery communications occur within the SEOC through activated ESFs, including ESF 14 long-term recovery and ESF 2 Communication, Information and Warning Systems. The primary method of recovery communication to and from county, city, state agency, tribal and federal government entities is via WebEOC, the state's incident information management system. WebEOC is described in further detail in the CEMP. The EMD recovery personnel may also communicate and coordinate directly with federal, state, local and tribal government agencies and the private and nonprofit sectors, including VOADs.

Recovery information is also coordinated with ESF 15 External Affairs and/or the Joint Information Center to ensure a unified and strategic messaging approach. Additional recovery communications information can be found in the Standard Operating Procedures SEOC document within the *External Affairs* section.

References and Supporting Guidance

The references and guidance listed below support the planning and development of the WRF. Additional recovery resources planning guides, templates and more can be found in the Appendix.

FEMA National Mitigation Framework

The National Mitigation Framework describes the benefits of understanding risks in the community and the actions which can help reduce them. Mitigation is a critical aspect of resilience and should play a major role in the pre- and post-disaster recovery planning process.

<https://www.fema.gov/emergency-managers/national-preparedness/frameworks>

FEMA National Response Framework (NRF)

The NRF provides a framework for how the federal government responds to all types of disasters and emergencies through flexible, adaptable and scalable approaches.

<https://www.fema.gov/emergency-managers/national-preparedness/frameworks>

FEMA National Disaster Recovery Framework (NDRF)

The NDRF provides a framework for how the federal government organizes for recovery and meets the Recovery Mission Area and associated Recovery Core Capabilities. The NDRF



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introduces key recovery concepts, including recovery support functions.

<https://www.fema.gov/emergency-managers/national-preparedness/frameworks>

American Planning Association PAS Report 576, Planning for Post-Disaster Recovery: Next Generation

This is a comprehensive recovery planning resource outlining containing recovery guidance for the state and local level.

Insurance Institute for Business & Home Safety (IBHS), Open for Business

There are several emergency preparedness, response and recovery planning guides published by IBHS available for free on their website. There is also a business continuity resource guide for small businesses with templates.

Business Recovery Guide, EMD and Washington State Department of Commerce

This is a resource developed between EMD and the Department of Commerce covering critical topics for businesses that have experienced a disaster including sources of federal funds, how and where to apply for assistance, making repairs and cleanups, inspections and contractors and more.

Implementation, Maintenance and Distribution

Implementation

The WRF is implemented by EMD through the Human Services Program and follows a set schedule of maintenance as described in the following section. The recovery staff within the Human Services Program support state, local and tribal jurisdictions with pre-disaster recovery planning technical assistance and guidance, as described in this framework.

The WRF works in concert with other EMD and state agency plans, including the CEMP, as well as plans established by other state agencies. Individual state agencies and other entities supporting the WRF are responsible for working with EMD to implement the framework within their respective agencies.

Maintenance

The WRF will be revised at a minimum of every five years from the date of last publication. The RSFs and other Annexes will be reviewed on an annual staggered schedule and revised on a staggered five-year cycle. The WRF and RSFs will also be revised following any exercises or real-world incidents that warrant substantive changes to the documents.

At a minimum, the RSF coordinating and primary agencies will convene a review of the RSFs annually to make minor updates as needed. RSF primary agencies are responsible for leading



Washington Restoration Framework

Basic Plan

the review and revision processes in coordination with the EMD recovery staff. As part of the review, a Tabletop exercise should be conducted with all RSF members to identify on-going recovery gaps. A real-world incident may take the place of holding a review of the RSF and should incorporate any corrective actions or recommendations identified in the After-Action Report (AAR) of the incident.

WRF Section	2022*	2023	2024	2025	2026	2027	2028
Housing	X	X					X
Economic	X	X					X
Social Services	X		X				
Health Services	X		X				
Infrastructure	X			X			
Community Planning	X			X			
Natural Resources	X				X		
Cultural & Historic Resources	X				X		
WRF Basic Plan	X					X	
*National Level Exercise Cascadia Rising 2022 and associated lead-up and recovery Tabletop Exercises will result in RSF and WRF Basic Plan updates in 2021 and 2022.							

Table 9: WRF and RSF Plan Maintenance Schedule

Distribution

The WRF and its RSFs and Annexes are publicly available on our website - <https://mil.wa.gov/recovery>. The WRF is disseminated to state agencies supporting the development of the framework and its associated RSFs, including the State Agency Liaisons (SALs) via the EMD Operations Unit. The WRF is also disseminated to local and tribal emergency management departments/offices and other key emergency management partners (e.g., The American Red Cross, The Salvation Army, WAVOAD, etc.).



Washington Restoration Framework

Annex

Annex

Recovery Support Function (RSF) Annexes

Housing RSF

Economic RSF

Cultural and Historic Resources RSF

Natural Resources RSF

Infrastructure Systems RSF

Social Services RSF

Health Services RSF

Community Planning and Capacity Building RSF



Washington Restoration Framework

Annex: Housing RSF

Housing Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5fd3b7accac23>

Coordinating:
 Emergency Management Division (EMD)
 Department of Commerce (COM)

Primary:

Supporting:

Department of Ecology (ECY)	Department of Social and Health Services (DSHS)
Department of Health (DOH)	Department of Veterans Affairs (WDVA)
Department of Labor and Industries (L&I)	Housing Finance Commission (WSHFC)
Department of Licensing (DOL)	Office of the Insurance Commissioner (OIC)
Department of Natural Resources (DNR)	

Purpose

The Washington State Housing Recovery Support Function (Housing RSF) coordinates state agency program delivery and technical assistance to local jurisdictions. While Washington State has no dedicated disaster recovery program funding, many agencies, departments and organizations manage programs that can be prioritized for, or applied to, disaster recovery scenarios. Once activated, the Housing RSF can become an information and program clearing house for federal, state and local resources and needs.

Primary Core Capability	
Recovery	
Housing	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
Critical Task I.D.	Critical Task Description
1	Assess preliminary housing impacts and needs, identify currently available options for temporary housing and plan for permanent housing.
2	Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing and define a timeline for achieving a resilient, accessible and sustainable housing market.



Washington Restoration Framework

Annex: Housing RSF

Critical Task I.D.	Critical Task Description
3	Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified timeframe in the recovery plan.

Objectives

Through consultation with the entities in this RSF, objectives specific to this Housing RSF were identified. These are broad objectives that support the Housing Critical Tasks through the coordination of this RSF.

- Establish communication between RSF members as soon as practical following an incident with locally significant damages; if damages warrant, expand communication to local and tribal governments, federal agencies and Voluntary Organizations Active in Disaster (VOADs).
- Support local jurisdictions in rehousing the impacted individuals and families as quickly and safely as possible so that people can remain in the area. This will be completed by coordinating and delivering applicable agency programs and technical assistance.
- Implement mitigation actions, as part of the recovery process, when possible, to reduce future risk.
- Stay out of response mode while engaging local resources, bringing in state and national partners and supporting the beginning of housing recovery. Success in these objectives includes a smooth transition from sheltering to transitional and permanent housing, activation of programs to support survivors and disaster recovery centers and the deployment of technical assistance to support local government functions, where possible.
- Convene necessary state resources, achieving broad representation on the RSF to establish situational awareness, obtain a common operating picture and provide efficient service delivery.
- Support the development of a local long-term recovery organization through technical assistance, best-practice identification and continued agency liaison involvement.



Washington Restoration Framework

Annex: Economic RSF

Economic Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5e7ba2611dcb9>

Coordinating:

Emergency Management Division (EMD)

Primary:

Department of Commerce (COM)

Supporting:

Department of Agriculture (WSDA)

Department of Archaeological and Historic Preservation (DAHP)

Department of Ecology (ECY)

Department of Financial Institutions (DFI)

Department of Labor and Industries (L&I)

Department of Licensing (DOL)

Department of Revenue (DOR)

Department of Social and Health Services (DSHS)

Department of Veterans Affairs (WDVA)

Economic Development Finance Authority (WEDFA)

Employment Security Department (ESD)

Housing Finance Commission (WSHFC)

Office of the Insurance Commissioner (OIC)

State Conservation Commission (SCC)

Washington State University – Extension Services (WSU Extension)

Washington Trust for Historic Preservation

Purpose

The Economic Recovery Support Function (RSF) integrates expertise to help local, regional/metropolitan, state and tribal governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident. Through consultation with state and local economic stakeholders, the following definition of Economic Recovery in Washington State was developed: Economic Recovery is the ability to restore economic activities to a healthy state and develop new opportunities that result in a sustainable and economically viable community.



Washington Restoration Framework

Annex: Economic RSF

Primary Core Capability	
Recovery	
Economic Recovery	
Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.	
Critical Task I.D.	Critical Task Description
1	Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the impacted communities.
2	Restore affected area's economy to a new normal based on the community's recovery timeline.
3	Ensure locally developed community recovery and mitigation plan(s) incorporate economic revitalization and post-disaster economic sustainability components, while maintaining equity for all impacted residents.

Objectives

Through consultation with the entities in this RSF, objectives specific to this Economic RSF were identified. These are broad objectives that support the Economic Recovery Critical Tasks through the coordination of this Economic RSF.

- Identify and leverage available funds and services to meet the needs of the impacted community.
- The Economic RSF will serve as a vehicle for enhancing State interagency coordination, information sharing, communication and collaboration in both pre- and post-disaster timeframes.
- Apply a unified coordination approach to develop an economic recovery strategy, working with federal, state, local and tribal stakeholders and partners.
- Support the capacity of local and tribal governments, nonprofits and the private sector to produce a sound economic recovery strategy and enhance community resilience at the local and regional level.
- Convene appropriate state resources, achieving representation on the RSF to obtain a common operating picture of recovery activities being conducted and resources available to support the impacted community.
- Support existing recovery organizations and encourage the development of local long-term recovery organizations/groups through technical assistance, best-practice identification and sustained liaison engagement.



Washington Restoration Framework

Annex: Cultural and Historic Resources RSF

Cultural and Historic Resources Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5fd3b8271debf>

Coordinating:

Emergency Management Division (EMD)

Primary:

Department of Archaeological and Historic Preservation (DAHP)

Washington State Arts Commission (ArtsWA)

Washington State Historical Society (WSHS)

Supporting:

Burke Museum of Natural History and Culture

Department of Commerce (COM)

Department of Ecology (ECY)

Department of Enterprise Services (DES)

Department of Health (DOH)

Department of Natural Resources (DNR)

Northwest Museum of Arts and Culture (NWMAC)

Office of Financial Management (OFM)

Office of the Insurance Commissioner (OIC)

Parks and Recreation Commission (PARKS)

University of Washington Libraries' Special Collections

Washington Museum Association (WaMA)

Washington Secretary of State

Purpose

The Washington State Cultural and Historic Resources Recovery Support Function (CHR RSF) coordinates and facilitates programs, resources and technical assistance in order to identify, protect and determine long-term recovery treatment for artistic, cultural and historic resources in the state, in compliance with applicable environmental laws and executive orders following a disaster. These resources are comprised of objects, sites, records, manuscripts, photographs and other materials illustrative of the cultural, artistic and natural history of this state and the facilities that support them; buildings, sites, structures, districts, landscapes and traditional cultural places that are eligible for the National Register of Historic Places and/or have attained a local designation as historically significant; and resources that have artistic, cultural and



Washington Restoration Framework

Annex: Cultural and Historic Resources RSF

historic significance to a Native American tribe. This RSF recognizes these artistic, cultural and historic resources as essential to high quality of life, strong community identity and what people deem as important to pass along to future generations. Without support, the processes of response, salvage and recovery will result in the needless loss of damaged, but potentially salvageable resources. Preservation planning and training in preparation for an event coupled with quick action by federal, state and local partners and trained damage assessors can prevent unnecessary demolitions and loss of resources and ensure that laws and regulations are followed and community character is preserved.

Primary Core Capability	
Recovery	
Natural and Cultural Resources	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.
Critical Task I.D.	Critical Task Description
1	Implement measures to protect and stabilize records and culturally significant documents, objects and structures.
2	Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.
3	Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
4	Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.

Objectives

Through consultation with the entities in this RSF, objectives specific to this CHR RSF were identified. These are broad objectives that support the Critical Tasks through coordination within the CHR RSF.

- Establish communication between state agencies as soon as practical following an incident with locally significant damages; if damages warrant, expand communication to local governments, federal agencies, tribal governments and advocacy organizations.



Washington Restoration Framework

Annex: Cultural and Historic Resources RSF

- Support the rapid and accurate damage assessment of properties, cultural facilities and other sites of tribal cultural traditional significance in the disaster impact area.
- Support the rapid and accurate damage assessment of records and collections including artifacts, public artworks and natural history items of significance in the disaster impact area.
- Provide a plan for state agency support of organizations, tribal governments and local artistic, cultural and historic resource owners with information and technical assistance about how to mitigate, preserve, stabilize, or protect resources and where funding might be found.
- Convene necessary state resources, achieving broad representation on the RSF to establish situational awareness, obtain a common operating picture and provide efficient and effective service delivery.
- Support the development of a local long-term recovery organization through technical assistance, best-practice identification and continued agency liaison involvement.



Washington Restoration Framework

Annex: Natural Resources RSF

Natural Resources Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5fd3b8769a0fa>

Coordinating:

Emergency Management Division (EMD)

Primary:

Department of Fish and Wildlife (WDFW)

Department of Natural Resources (DNR)

State Conservation Commission (SCC)

Washington State Department of Agriculture (WSDA)

Supporting:

Department of Archaeological and Historic Preservation (DAHP)

Department of Commerce (COM)

Department of Enterprise Services (DES)

Department of Health (DOH)

Department of Ecology (ECY)

Office of the Insurance Commissioner (OIC)

Pollution Liability Insurance Agency (PLIA)

Puget Sound Partnership (PSP)

Recreation and Conservation Office (RCO)

State Parks and Recreation Commission (PARKS)

Washington State University Extension (WSU Extension)

Purpose

The Washington State Natural Resources Recovery Support Function (NR RSF) coordinates and facilitates programs, resources and technical assistance that mitigates, protects, preserves, conserves, rehabilitates and restores identified natural resources in the state, in compliance with applicable environmental laws and executive orders following a disaster. Natural resources recovery includes assessing and addressing impacts to identified species, coastal intertidal zones, freshwater and saltwater wetlands and waterways, watersheds, agricultural and forested lands and grassland. The NR RSF is designed to be used in any region of the state where significant impacts to natural resources occurs, including within urban environments, to address issues such as solid waste removal and management and hazmat and toxic waste cleanups. This RSF will provide a platform for state-level communication and coordination to effectively support local natural resources recovery.



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Annex: Natural Resources RSF

Primary Core Capability	
Recovery	
Natural and Cultural Resources	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.
Critical Task I.D.	Critical Task Description
1	Implement measures to protect and stabilize records and culturally significant documents, objects and structures.
2	Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.
3	Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
4	Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.

Objectives

Through consultation with the entities in this RSF, objectives specific to this NR RSF were identified. These are broad objectives that support the Critical Tasks through coordination within the NR RSF.

- Establish Communication.** Establish communication between stakeholders as soon as practical following an incident with locally significant natural resources damages. Expand communication as needed to local and tribal governments, federal agencies, Voluntary Organizations Active in Disasters (VOADs) and other organizations able to provide natural resources restoration assistance. Develop new partnerships and build on existing partnerships pre-disaster, to establish relationships and communication channels that will support the initial response and recovery efforts.
- Support Damage Assessment.** Support damage assessments to locally significant natural resources using pre-existing databases containing information on species or habitats of concern, or locally identified critical areas. Identify protection, mitigation and restoration measures to address the impacts to natural resources and the environment. Coordinate and facilitate the sharing and integration of natural resources impact data to



Washington Restoration Framework

Annex: Natural Resources RSF

help understand the local recovery needs and support resilient protection, conservation and restoration strategies.

- **Provide Technical Assistance.** Facilitate or provide funding and/or technical assistance in support of community recovery priorities to mitigate, protect, preserve, conserve, rehabilitate and restore impacted natural resources.
 - **Coordinate** information sharing and recovery efforts between entities to maximize effectiveness and minimize duplication of effort.
 - **Integrate** environmental staff knowledgeable in natural resources and environmental regulatory requirements early in the disaster recovery planning process.
 - **Assist** communities in working through federal, state, local and tribal permitting and environmental policy issues that may inhibit the restoration of natural resources and work among RSF partners to address regulatory concerns.
 - **Support** the impacted community through subject matter expertise and staff knowledgeable in assistance programs and funding options.
- **Support long-term environmental and natural resource restoration and recovery efforts.** Work with local communities in addressing environmental restoration concerns to develop long-term restoration plans and strategies addressing topics such as contamination and post-disaster pollution, hazardous and non-hazardous debris management and habitat and ecosystem restoration. Help identify and develop hazard mitigation priorities to increase community resilience, such as, reseeded, floodplain restoration, or land acquisition.



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Annex: Infrastructure Systems RSF

Infrastructure Systems Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5ff8efd79d9d2>

Coordinating:

Emergency Management Division (EMD)

Primary:

Transportation Systems –

Department of Transportation (WSDOT)

Communications –

Washington Military Department (WMD)

Supporting:

Washington Technology Services (WaTech)

Utilities and Transportation Commission (UTC)

Energy –

State Energy Office, Department of Commerce (COM)

Supporting:

Utilities and Transportation Commission (UTC)

Water and Wastewater –

Department of Health (DOH)

Department of Ecology (ECY)

Supporting:

Department of Agriculture (WSDA)

Department of Archaeological and Historic Preservation (DAHP)

Department of Enterprise Services (DES)

Department of Fish and Wildlife (WDFW)

Department of Labor and Industries (L&I)

Department of Licensing (DOL)

Department of Natural Resources (DNR)

Department of Veteran's Affairs (DVA)

Office of the Attorney General (ATG)

Washington Military Department (WMD)

Washington State Patrol (WSP)



Washington Restoration Framework

Annex: Infrastructure Systems RSF

Purpose

The Infrastructure Systems Recovery Support Function (IS RSF) works to facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improves resilience to and protection from future hazards. Infrastructure systems recovery is achieved when full functionality is restored to an acceptable level based on need and accessibility for the facilities categorized in all [16 critical infrastructure sectors](#) defined by the Department of Homeland Security. Recognizing that most incidents which impact infrastructure are handled at the individual owner/operator level or locally, this RSF aims to facilitate discussion, data-sharing and coordination across infrastructure sectors. The purpose of this coordination is to expedite recovery timelines by reconciling restoration priorities and shared resources across the entire community of infrastructure stakeholders. Larger incidents impacting multiple infrastructure sectors necessitate constant coordination and communication among local, state, federal and tribal governments and non-governmental entities, throughout the response and recovery phases of a disaster. The Infrastructure Systems RSF:

- Provides a platform to facilitate collaboration and integration among public and private infrastructure organizations
- Provides operators and owners a method of identifying regulatory issues that impede, or may impede restoration efforts
- Builds strong working relationships across multiple levels of government and non-government sectors to facilitate restoration efforts
- Allows state agencies to gain situational awareness from critical infrastructure partners and a better understanding of the restoration priorities, decisions being made among public and private entities which influence regional recovery priorities and any interdependencies

Primary Core Capability	
Recovery	
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats and efficiently restore and revitalize systems and services to support a viable, resilient community.
Critical Task I.D.	Critical Task Description
1	Restore and sustain essential services (public and private) to maintain community functionality.
2	Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility and sustainability.
3	Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.



Washington Restoration Framework

Annex: Infrastructure Systems RSF

Objectives

Through consultation with the entities in this RSF, objectives specific to this infrastructure systems restoration were identified. These are broad objectives that support the Critical Tasks through coordination within the RSF.

- **Communicate** infrastructure restoration status.
 - Coordinate requests for governmental assistance in expediting restoration of basic/essential systems and services.
 - Coordinate and communicate recovery actions with other federal, state, tribal and/or local government RSFs or their equivalents.
- Provide **technical assistance** to all levels of governments for identifying and prioritizing critical infrastructure systems and assets.
 - Identify and address legal, policy and programmatic requirements that potentially limit efficient recovery.
 - Identify dependencies and interdependencies of critical infrastructure sectors that influence restoration priorities.
 - Identify upstream, internal and downstream dependencies of critical infrastructure and the potential for cascading or escalating effects that hinder the recovery of a community. This includes considerations for how people with disabilities and other access and functional needs may rely on certain critical infrastructure to maintain quality of life (e.g., assistive technology, language access translational services, paratransit services, etc.).
- Create and participate in a multi-agency, inter-jurisdictional **long-term recovery planning** process.
 - Include other infrastructure owners and operators and related service providers in planning at all levels.
 - Incorporate the concepts of regional infrastructure resiliency in infrastructure rebuilding efforts.



Washington Restoration Framework

Annex: Social Services RSF

Social Services Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/6100a34b03c00>

Coordinating:

Emergency Management Division (EMD)

Primary:

Department of Social and Health Services (DSHS)

Supporting:

American Red Cross (ARC)

Department of Children Youth and Families (DCYF)

Department of Commerce (COM)

Department of Health (DOH)

Department of Labor and Industries (L&I)

Department of Services for the Blind

Department of Veterans Affairs (WDVA)

Governor's Office of Indian Affairs (GOIA)

Health Care Authority (HCA)

Independent Living Council and Centers for Independent Living

Office of the Attorney General

Office of Superintendent of Public Instruction (OSPI)

Washington Voluntary Organizations Active in Disaster (WAVOAD)

Purpose

The Social Services Recovery Support Function (SS RSF) outlines the roles, responsibilities and programs of social services organizations including nongovernmental partners to leverage resources in support of restoring and enhancing social services in the state following a major disaster. The social services sector of a community is broad-based and overlaps with and supports other critical community components such as housing, jobs, schools, infrastructure and the economy. The SS RSF provides a platform for social services entities to leverage their resources, identify community needs, share information and create unified recovery priorities. Other regional, state, or locally activated RSFs or recovery planning processes taking place post-disaster may incorporate these actions. The social capital of a community, or the extent of social services, networks and activities existent in a community pre-disaster, directly relates to the resilience of a community post-disaster. The SS RSF capitalizes on the existing social services



Washington Restoration Framework

Annex: Social Services RSF

networks by incorporating behavioral health and social services professionals and other subject matter experts in the recovery process to support a healthy and resilient community.

Note: The Federal Emergency Management Agency (FEMA) combines Health and Social Services into a single RSF. Although there are overlapping objectives and similarities among health and social services, it was determined there were sufficient differences for how these sectors operate in Washington State to warrant separating them into two RSFs. Therefore, the state’s Social Services RSF (SS RSF) focuses on the restoration of social services, while *the Health Services RSF focuses on the restoration of public health and health care services*. Both RSFs work together to address the Health and Social Services Recovery Core Capability.

Primary Core Capability	
Recovery	
Health and Social Services Recovery	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
Critical Task I.D.	Critical Task Description
1	Identify affected populations, groups and key partners in short-term, intermediate and long-term recovery.
2	Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements*, based on the whole community’s input and participation in the recovery planning process; and develop a comprehensive recovery timeline.
3	Restore health care (including behavioral health), public health and social services functions.
4	Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members* in accordance with the specified recovery timeline.

Objectives

In the development of this RSF, stakeholders identified objectives specific to restoring and increasing the social services capacity in the state. The objectives also address common gaps in social services following disasters, including limited availability of, or lack of access to transportation, impacted education, child care and social services facilities and lack of staffing and funding capacity. Other common gaps in social services recovery include competing agency



Washington Restoration Framework

Annex: Social Services RSF

priorities and lack of clarity concerning the roles and authorities of governmental, non-governmental and private and nonprofit organizations in supporting social services in the state. The following are broad objectives that support the Critical Tasks through coordination within the RSF:

- Restore and bolster basic social services functions. Identify critical areas of need for social services, including for people with disabilities and other access and functional needs, throughout recovery.
 - Identify opportunities to improve social services capabilities including taking steps to address any changes in the demand for services such as an increased need for food, cash, housing and medical services.
- Complete an assessment of community social service needs and develop a comprehensive recovery timeline.
- Coordinate information sharing, priorities and recovery efforts between related entities and activated RSFs to maximize effectiveness and minimize duplication of effort.
- Identify specific state agency, local jurisdiction and non-governmental organization roles and responsibilities that support the restoration of social services.
- Incorporate behavioral health considerations and mitigation strategies into the restoration and recovery of social services within an impacted community.



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Annex: Health Services RSF

Health Services Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/5fd3b8b88fdd2>

Coordinating:

Emergency Management Division (EMD)

Primary:

Department of Health (DOH)

Supporting

Department of Agriculture (WSDA)

Department of Children Youth and Families (DCYF)

Department of Ecology (ECY)

Department of Enterprise Services (DES)

Department of Fish and Wildlife (WDFW)

Department of Labor and Industries (L&I)

Department of Licensing (DOL)

Department of Social and Health Services (DSHS)

Department of Transportation (WSDOT)

Department of Veterans Affairs (WDVA)

Governor's Office of Indian Affairs (GOIA)

Health Care Authority (HCA)

Office of the Attorney General

Office of the Secretary of State

Office of the Superintendent of Public Instruction (OSPI)

Washington State Board of Health

Washington State Correctional Industries (CI)

Washington State Independent Living Council (WASILC)

Washington State Patrol (WSP)

Purpose

The Health Services Recovery Support Function (HS RSF) facilitates collaboration among health care, behavioral health care, emergency management, education, nonprofit and social services partners to leverage resources in support of restoring health care and medical services in the state. The HS RSF is a means to organize restoration and recovery operations in support of public health and related systems for an impacted community by outlining the roles, responsibilities and programs of the coordinating, primary and supporting entities.

Note: The Federal Emergency Management Agency (FEMA) combines Health and Social Services into a single RSF. Although there are overlapping objectives and similarities among health and social services, it was determined there were sufficient differences for how these sectors operate in Washington State to warrant separating them into two RSFs. Therefore, the state's Social Services RSF (SS RSF) focuses on the restoration of social services, while *the Health*



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Annex: Health Services RSF

Services RSF focuses on the restoration of public health and health care services. Both RSFs work together to address the Health and Social Services Recovery Core Capability.

Primary Core Capability	
Recovery	
Health and Social Services Recovery	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
Critical Task I.D.	Critical Task Description
1	Identify affected populations, groups and key partners in short-term, intermediate and long-term recovery.
2	Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements ⁺ , based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.
3	Restore health care (including behavioral health), public health and social services functions.
4	Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members* in accordance with the specified recovery timeline.

Objectives

The HS RSF contains key objectives, categorized to provide structure for the coordination of programs, partners and resources in recovery planning (Adapted from FEMA's *National Disaster Recovery Framework Annex E: Health and Social Services*).

Public Health

- Complete an assessment of public health and medical needs; prioritize these needs based on the whole community's input and participation in the recovery planning process; and develop a comprehensive restoration timeline.
- Restore basic health services functions and identify critical health care needs in short-term, intermediate and long-term recovery, such as, but not limited to, people with limited English proficiency, children, older adults and people with access and functional needs.



Washington Restoration Framework

Annex: Health Services RSF

- Coordinate unified messaging on public health and risk communications related to the disaster.

Health Care Services

- Identify specific state entity, local jurisdiction and non-governmental organization roles and responsibilities that support the restoration of health care services.
- Coordinate information sharing and recovery efforts between related entities including health care coalitions, health jurisdictions and tribal governments to maximize effectiveness, minimize duplication of effort and restore access to health care services in the community.
- Assess health care infrastructure damage including the structural, functional and operational impacts to these facilities (e.g., hospitals, clinics, blood banks, laboratories, dialysis centers, substance abuse treatment facilities, poison control centers, medical and dental offices, etc.).
- Assess the impact to patient care services and the dependencies on critical health care infrastructure (e.g., drinking water, waste water, transportation, etc.).
- Prioritize restoration of health care services and determine alternative or interim solutions to provide continuity of health care services.
- Consider population shifts and changes in the community post-disaster that will impact the prioritization of health care services restoration and long-term recovery planning.

Behavioral Health

- Identify and prioritize behavioral health needs in the impacted community along a continuum of care and assess impacts to the capacity of behavioral health systems. These efforts may be augmented through the use of epidemiological data.
- Engage with behavioral health partners including human and social service entities, nonprofit organizations, regional support networks (RSNs), chaplaincies and faith-based organizations and the U.S. Department of Health and Human Services to assess disaster-caused needs and leverage resources to provide assistance and support to impacted communities.
- Coordinate with behavioral and social service health partners on delivering consistent and accurate messaging concerning the short and long-term psychological impacts of the disaster in addition to appropriate coping behaviors and available resources.
- Provide technical assistance to the impacted community on the delivery of disaster behavioral health services and assist with community capacity building for the surge of behavioral health needs post-disaster.



Washington Restoration Framework

Annex: Health Services RSF

- Identify need and fit for behavioral health assistance support and programs such as FEMA’s Crisis Counseling Assistance & Training Program and Red Cross Disaster Mental Health volunteer teams to support locally impacted communities. Engage stakeholders and apply/request for program support if the disaster meets program requirements and it is identified as a potentially useful support to the impacted community.

Environmental Health

- Assess the environmental health and safety risks related to the incident and support the impacted community in minimizing or mitigating the risk potential.

Food Safety and Regulated Medical Products

- Coordinate with local, state, federal and tribal governments on the assessment of the impacted jurisdiction’s food and medical supply networks and provide technical assistance.

Long-Term Health Services Recovery

- Identify long-term impacts to health services based on the post-disaster conditions and, if needed, establish long-term health monitoring and assistance planning with the impacted community.
- Build health care sector capacity and resiliency across Washington through partnership building, exercise and training and incorporating national best practices in coordination with all public, private and nonprofit sectors
- Restore health services in an equitable manner that addresses the needs of all people in Washington by establishing and building partnerships with organizations that serve the Whole Community.

Children and Youth

- Provide support to children and youth impacted by the disaster and mitigate disaster-caused environmental health issues in areas where children congregate (e.g., schools, gymnasiums, childcare centers).
- Identify behavioral health needs of children, youth, expectant and nursing mothers and provide age-appropriate messaging to facilitate long-term behavioral health recovery.



Washington Restoration Framework

Annex: Community Planning and Capacity Building RSF

Community Planning and Capacity Building Recovery Support Function

Access the full document here: <https://mil.wa.gov/asset/609edbeaee7cf>

Coordinating:

Emergency Management Division (EMD)

Primary:

Supporting:

Department of Agriculture
Department of Archaeology and Historic Preservation (DAHP)
Department of Commerce (COM)
Department of Ecology (ECY)
Department of Health (DOH)
Department of Social and Health Services (DSHS)
Department of Transportation (WSDOT)
Governor's Office of Indian Affairs (GOIA)
Recreation and Conservation Office
State Conservation Commission (SCC)
Washington State Historical Society (WSHS)

Purpose

The state Community Planning and Capacity Building Recovery Support Function (CPCB RSF) supports governmental capacities of disaster-impacted communities and helps them plan for, manage and implement disaster recovery activities. The CPCB RSF participants provide recovery planning technical assistance, guidance and training to requesting local and tribal governments. Additionally, the CPCB RSF leverages existing programs to support the recovery of the requesting jurisdiction. RSF participants address recovery gaps identified by other RSFs and the impacted community. This is accomplished through coordination and collaboration to identify possible solutions. A common example is an insufficient level of trained, experienced recovery personnel at both the staff and management/decision-making level. The CPCB RSF also coordinates with other state agencies, nongovernmental partners, faith-based communities, private sector partners, public and private utilities, nonprofit and philanthropic organizations and the requesting jurisdiction to identify potential resources that support community recovery planning efforts and build capacity. Lastly, the RSF maintains the principles of local primacy and whole community participation throughout the recovery process.



Washington Restoration Framework

Annex: Community Planning and Capacity Building RSF

Primary Core Capability	
Recovery	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational and/or tactical-level approaches to meet defined objectives.
Critical Task I.D.	Critical Task Description
1	Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.
2	Complete an initial recovery plan that provides an overall strategy and timeline, addresses all core capabilities and integrates socioeconomic, demographic, accessibility, technology and risk assessment considerations (including projected climate change impacts), which will be implemented in accordance with the timeline contained in the plan.

Objectives

- Identify and leverage available funds and services to meet the recovery needs of the impacted community.
- Apply a unified and cross-jurisdictional coordination approach to develop a recovery strategy, working with federal, state, local and tribal stakeholders.
- Support the capacity of local and tribal governments, nonprofits and the private sector, as requested.
 - Coordinate with federal and state partners to leverage funds in support of local recovery efforts.
 - Enhance community resilience at the local and regional level by providing recovery trainings and workshops for elected officials and the general public.
 - Support recovery programs and assist local jurisdictions in applying for federal disaster assistance programs.
- Support existing recovery organizations and encourage the development of local long-term recovery groups through technical assistance, best-practice identification and sustained community engagement.
- Coordinate the delivery of state allocated or state-administered and federally allocated funds, checking for efficiency and compliance.



Washington Restoration Framework

Annex: Community Planning and Capacity Building RSF

- Include opportunities for participation from and coordination with the whole community in recovery planning activities.
- Incorporate principles of mitigation and resilience in recovery planning activities.



Washington Restoration Framework

Appendix A: Acronyms

Appendix A: Acronyms

AAR	After Action Report
ADA	Americans with Disabilities Act
AET	Advanced Evaluation Team
AFN	Access and Functional Needs
AGAR	Alternative Governor’s Authorized Representative
BIPOC	Black, Indigenous and People of Color
CDBG – DR	Community Development Block Grants – Disaster Recovery
CEMP	(Washington State) Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations
COAD	Community Organizations Active in Disaster
COOP	Continuity of Operations
CPG 101	Comprehensive Preparedness Guide 101
CSZ	Cascadia Subduction Zone
DAC	Disaster Action Council
DCM	Disaster Case Management
DRC	Disaster Recovery Center
DSCO	Deputy State Coordinating Officer
EI	Essential Element of Information
EMAC	Emergency Management Assistance Compact
EMD	(Washington) Emergency Management Division
EOC	Emergency Operations Center
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator



Washington Restoration Framework

Appendix A: Acronyms

FEMA	Federal Emergency Management Agency
FMAG	Fire Management Assistance Grant
GAR	Governor Authorized Representative
HMGP	Hazard Mitigation Grant Program
IA	Individual Assistance
IAP	Incident Action Plan
IAPPG	Individual Assistance Program and Policy Guide (FEMA)
IA SAP	Individual Assistance State Administrative Plan
ICS	Incident Command System
IHP	Individuals and Households Program (FEMA)
JFO	Joint Field Office
JIC	Joint Information Center
JPDA	Joint Preliminary Damage Assessment
LEP	Limited English Proficiency
LDRM	Local Disaster Recovery Manager
LTRC	Long-term Recovery Committee
LTRG	Long-term Recovery Group
LTRO	Long-term Recovery Organization/Office
MACG	Multi-Agency Coordination Group
MARC	Multi-Agency Resource Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NDRF	National Disaster Recovery Framework
NEPA	National Environmental Policy Act
NIMS	National Incident Management System



Washington Restoration Framework

Appendix A: Acronyms

NRF	National Response Framework
NGO	Non-governmental Organization
PA	Public Assistance
PAPPG	Public Assistance Program and Policy Guide (FEMA)
PDA	Preliminary Damage Assessment
PDD	Presidential Emergency or Major Disaster Declaration
PIO	Public Information Officer
RCW	Revised Code of Washington
RSF	Recovery Support Function
SAL	State Agency Liaison
SBA	Small Business Administration
SCIPT	(Washington) State Catastrophic Incident Planning Team
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SEHMP	(Washington) State Enhanced Hazard Mitigation Plan
SEOC	State Emergency Operations Center
SHMO	State Hazard Mitigation Officer
SOP	Standard Operating Procedures
SPR	Stakeholder Preparedness Review
TAG	The Adjutant General (Washington Military Department)
TDRC	Tribal Disaster Recovery Coordinator
THIRA	Threat and Hazard Identification and Risk Assessment
UCG	Unified Coordination Group
UNC	Unmet Needs Committee
VOAD	Voluntary Organizations Active in Disaster



Washington Restoration Framework

Appendix A: Acronyms

WAC	Washington Administrative Code
WACORP	Washington Coalition of Recovery Planners
WAVOAD	Washington Voluntary Organizations Active in Disaster
WRF	Washington Restoration Framework
WRG	Washington Recovery Group



Washington Restoration Framework

Appendix B: State Agency Roles by RSF

Appendix B: State Agency Roles by RSF

<p>C: Coordinating - Coordinating entities oversee the recovery activities for a particular RSF and coordinate with its primary and support entities.</p> <p>P: Primary - Primary entities may have significant authorities, roles, resources and capabilities for a particular action within a Recovery Support Function.</p> <p>S: Supporting - Supporting entities may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF.</p>	Recovery Support Functions							
	Housing	Economic	Cultural & Historic Resources	Natural Resources	Infrastructure	Social Services	Health Services	Community Planning & Capacity Building
American Red Cross						S		
Burke Museum of Natural History & Culture			S					
Department of Agriculture		S		P	S		S	S
Department of Archaeology & Historic Preservation		S	P	S	S			S
Department of Children, Youth, & Families						S	S	
Department of Commerce	C	P	S	S		S		S
Department of Commerce - State Energy Office					P			
Department of Ecology	S	S	S	S	P		S	S
Department of Enterprise Services			S	S	S		S	
Department of Financial Institutions		S						
Department of Fish & Wildlife				P	S		S	
Department of Health	S		S	S	P	S	P	S



Washington Restoration Framework

Appendix B: State Agency Roles by RSF

	Recovery Support Functions							
	Housing	Economic	Cultural & Historic Resources	Natural Resources	Infrastructure	Social Services	Health Services	Community Planning & Capacity Building
C: Coordinating - Coordinating entities oversee the recovery activities for a particular RSF and coordinate with its primary and support entities.								
P: Primary - Primary entities may have significant authorities, roles, resources and capabilities for a particular action within a Recovery Support Function.								
S: Supporting - Supporting entities may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF.								
Department of Labor & Industries	S	S			S	S	S	
Department of Licensing	S	S			S		S	
Department of Natural Resources	S		S	P	S			
Department of Revenue		S						
Department of Services for the Blind						S		
Department of Social & Health Services	S	S				P	S	S
Department of Transportation					P		S	S
Department of Veterans Affairs	S	S			S	S	S	
Economic Development Finance Authority		S						
Employment Security Department		S						
Governor's Office of Indian Affairs						S	S	S
Health Care Authority						S	S	
Housing Finance Commission	S	S						
Northwest Museum of Arts & Culture			S					
Office of the Attorney General					S	S	S	
Office of the Superintendent of Public Instruction						S	S	



Washington Restoration Framework

Appendix B: State Agency Roles by RSF

<p>C: Coordinating - Coordinating entities oversee the recovery activities for a particular RSF and coordinate with its primary and support entities.</p> <p>P: Primary - Primary entities may have significant authorities, roles, resources and capabilities for a particular action within a Recovery Support Function.</p> <p>S: Supporting - Supporting entities may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF.</p>	Recovery Support Functions							
	Housing	Economic	Cultural & Historic Resources	Natural Resources	Infrastructure	Social Services	Health Services	Community Planning & Capacity Building
Office of Financial Management			S					
Office of the Insurance Commissioner	S	S	S	S				
Office of the Secretary of State							S	
Parks & Recreation Commission			S					
Pollution Liability Insurance Agency				S				
Puget Sound Partnership				S				
Recreation & Conservation Office				S				S
State Conservation Commission		S		P				S
State Parks & Recreation Commission				S				
University of Washington Libraries' Special Collections			S					
Washington Military Department					P			
Washington Military Department - Emergency Management Division	C	C	C	C	C	C	C	C
Washington Museum Association			S					
Washington Secretary of State			S					



Washington Restoration Framework

Appendix B: State Agency Roles by RSF

<p>C: Coordinating - Coordinating entities oversee the recovery activities for a particular RSF and coordinate with its primary and support entities.</p> <p>P: Primary - Primary entities may have significant authorities, roles, resources and capabilities for a particular action within a Recovery Support Function.</p> <p>S: Supporting - Supporting entities may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF.</p>	Recovery Support Functions							
	Housing	Economic	Cultural & Historic Resources	Natural Resources	Infrastructure	Social Services	Health Services	Community Planning & Capacity Building
Washington State Arts Commission			P					
Washington State Board of Health							S	
Washington State Correctional Industries							S	
Washington State Historical Society			P					S
Washington State Independent Living Council						S	S	
Washington State Patrol					S		S	
Washington State University - Extension Services		S		S				
Washington Technology Services					S			
Washington Trust for Historic Preservation		S						
Washington Utilities and Transportation Commission					S			
Washington Voluntary Organizations Active in Disaster						S		



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

Appendix C: State Agency Recovery Roles and Responsibilities

Pre-Disaster Recovery Activities

- Washington Military Department, Emergency Management Division
 - o Develop and maintain Standard Operating Procedures (SOPs) for managing response and recovery activities.
 - o Update each RSF and check for accuracy on a biannual basis, in collaboration with the RSF members.
 - o Build and maintain a distribution list of contacts for each RSF.
 - o Develop information sharing agreements, as needed, with federal or non-governmental partners.
 - o Develop and practice agency continuity of operations plans and program delivery plans. Program delivery plans may include operational recovery planning or the pre-disaster identification of needs.

- Department of Agriculture
 - o Co-facilitate with Department of Natural Resources a biannual Natural Resources RSF check-in with RSF partner agencies and organizations.
 - o Practice agency continuity of operations plans and program delivery plans.
 - o Maintain and practice programmatic agreements/response plans protocols for responding agencies regarding agricultural resources affected by an incident.
 - o Coordinate the state feed, food and animal health emergency plans.
 - o Participate in USDA State Emergency Board (SEB) meetings.
 - o Through policy, planning, partnerships, outreach and promotion, act as a voice, catalyst and facilitator for the agricultural industry in the state
 - o Participate in planning, training and exercise events with partners to address radiological preparedness, response and recovery.
 - o Coordinate with Department of Health through the OneHealth Collective on preparedness and planning for OneHealth issues.
 - o Work with local governments and food, animal and agricultural industries to develop and enhance pre-disaster plans.



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

- Department of Commerce
 - o Facilitate an annual Housing RSF check-in with RSF partner agencies and organizations.
 - o Co-Facilitate the U.S. Department of Housing and Urban Development's annual convening of housing recovery partners.
 - o Develop and maintain agency specific housing recovery program matrices.
 - o Establish emergency procedures for critical housing programs.
 - o Develop and facilitate training for identified ESF 12 (Energy) personnel.
 - o Lead state policy efforts on energy sector restoration prioritization pre-planning.
 - o Coordinate state and regional energy assurance and emergency planning efforts.
 - o Coordinate the state fuel action plan.
 - o Improve and update the Economic RSF, including facilitating an after-action review anytime the RSF is activated as a result of an incident or exercise.
 - o Coordinate with local governments, tribes, businesses and civic leaders to strengthen communities.

- Department of Archaeology and Historic Preservation
 - o Facilitate a biannual Cultural and Historic Resources RSF check-in with RSF partner agencies and organizations.
 - o Encourage participation of qualified cultural/preservation professionals to be trained to conduct building damage assessments following disasters.
 - o Work with WA Safe to train and include qualified cultural/preservation professionals to participate in first response property damage assessments.
 - o Develop and/or support development and distribution of a local cultural resource disaster plan template based on models from other states/communities.
 - o Seek funding to create or adapt technical information for disaster preparedness, response and recovery for cultural resources
 - o Publish technical guidance to the DAHP website.
 - o Develop agency continuity of operations plans and program delivery plans, including recovery activities.
 - o Maintain and practice programmatic agreements/response plans protocols for responding agencies regarding cultural resources affected by an incident.



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

- Washington State Historical Society
 - Coordinate with emergency managers to incorporate cultural materials into comprehensive disaster training scenarios.
 - Represent state on multistate and national heritage networks and partner with national heritage organizations to stay aware of developments in best practices for cultural materials and heritage issues; communicate this information to cultural partners and heritage services recipients throughout Washington.
 - Ongoing efforts to seek cultural emergency preparedness and response funding through federal and state agencies and private foundations.
 - Maintain Heritage Outreach staff positions to provide broad ongoing support and training for heritage organizations and local government heritage commissions, departments and programs.
 - Develop and maintain inventory of statewide heritage organizations, commissions, programs, departments and local government cultural agencies for pre-disaster communications.
 - Assist statewide heritage organizations, commissions and local government cultural agencies with cultural emergency preparedness planning
 - Store PFD backups of Pocket Response Plans and inventories of cultural materials when filed with the agency by history museums, special collections and other community heritage agencies and organizations for access when requested by filer during disaster response to localized area.
 - Pre-disaster advisement for collections care practices and cultural materials inventories for disaster mitigation and documentation.
 - Technical expertise and advisement for salvage and recovery training relating to cultural materials and facilities.

- Department of Ecology
 - Protect, preserve and enhance Washington's environment for current and future generations.
 - As applicable, work with local governments and industries and offer technical assistance as they develop and enhance pre-disaster plans.
 - Monitor wildfire smoke to protect community health.
 - Provide technical assistance for the safe removal and disposal of hazardous waste and toxics.



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

- o If available and eligible, deploy team to conduct hazardous waste assessments and dispose of found hazardous waste.
 - o When available and applicable, participate in recovery exercises and trainings and act as a support agency for the Natural Resources RSF.
- Department of Natural Resources
 - o Co-facilitate with Department of Agriculture a biannual Natural Resources RSF check-in with RSF partner agencies and organizations.
 - o (Wildfire): Regulate outdoor burning year-round and equipment operations (Industrial Forest Precaution Level) during fire season, depending on fire danger restrictions.
 - o (Wildfire): Educate the public about the steps they can take to reduce human-caused wildfire.
 - o (Wildfire): Administer the Firewise USA program.
 - o (Wildfire): Use grant funds to help forest landowners reduce the fire hazard around their property by thinning trees.
- State Patrol
 - o Maintain continuity of operations plan.
 - o Maintain disaster recovery and business continuity planning efforts.
 - o Identify mission essential functions.
 - o Identify alternate location requirements and MOUs.
- Department of Health
 - o Maintain a database of key partners and their POC to coordinate with during an incident.
 - o Assess and prioritize health recovery needs.
 - o Support the restoration and remediation of public health infrastructure.
 - o Strengthen the Continuity of Operations Plan (COOP) for public health and healthcare organizations for Local Health Jurisdictions (LHJ) and Tribal Nations.
- All Entities
 - o Coordinate with EMD in identifying an RSF representative and point of contact.
 - o Participate in RSF check-ins and check RSF(s) for accuracy.



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

- o Develop, exercise and update agency continuity of operations plans and program delivery plans to include recovery planning. Program delivery plans may include operational recovery planning or the pre-disaster identification of needs.
- o Identify roles and responsibilities of organization in the recovery process.
- o Coordinate and collaborate recovery planning efforts across jurisdictional boundaries and the private sector, where possible.
- o Develop and maintain agency specific program matrices.
- o Establish emergency procedures for implementing programs to support recovery.
- o Build, maintain and coordinate with partners and stakeholders to expand on RSF capabilities.
- o Improve knowledge, skills and confidence of staff in emergency preparedness and cross train roles and responsibilities.

Post-Disaster Recovery Activities

Specific state agency responsibilities to support recovery after an incident are described within the RSF plans in the [Annex](#) section of this document and available online at <https://mil.wa.gov/recovery>.

- Washington Military Department, Emergency Management Division
 - o Coordinate with other activated federal, state and local RSFs and recovery personnel as appropriate.
 - o Provide technical assistance and disaster expertise such as volunteers and donations management planning guidance, as requested.
 - o Establish communications with partner agencies, local jurisdictions and Voluntary Organizations Active in Disaster (VOADs).
 - o Provide a state Voluntary Agency Liaison (VAL) to join VOAD conference calls, interface with the impacted jurisdiction(s) and achieve a common operating picture.
 - o Provide a Tribal Liaison to interface with the impacted tribes and achieve a common operating picture.
 - o Activate ESF 14 early in the disaster to gather information in support of RSFs and the transition from response to recovery.
 - o Assist in Preliminary Damage Assessments (PDAs) with federal, state, local and tribal officials, as appropriate.



Washington Restoration Framework

Appendix C: State Agency Recovery Roles and Responsibilities

- o Assess the need for Individual Assistance Disaster Reservists and hire according to need.
 - o Prepare the Governor's request for a Small Business Administrative (SBA) declaration and submit it to the SBA, when applicable
 - o Prepare the Governor's request for a Presidential Emergency or Major Disaster Declaration and submit it to FEMA, when applicable.
 - o For Federally Declared Disasters, administer the Individual Assistance and Public Assistance Programs, when applicable.
 - o For Federally Declared Disasters, provide staff to the Joint Field Office and bring in partners, as appropriate.
 - o Develop RSF After-Action Reports and update the RSF as needed.
- All Entities
 - o Identify federal points of contact and establish lines of communications, as needed and appropriate.
 - o At the request of the impacted jurisdiction, support recovery efforts based on existing state agency programs and authorities.
 - o Coordinate with other federal, state and local agencies/departments and tribal governments to support the locally-led recovery efforts, when applicable.



Washington Restoration Framework

Appendix D: State Disaster Recovery Coordinator (SDRC)

Appendix D: State Disaster Recovery Coordinator (SDRC)

Position Roles and Responsibilities

Primary Duty: Following a major or catastrophic disaster, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to lead state recovery activities and interface with federal recovery partners. This position may oversee interagency long-term recovery policies and strategic planning related to federally declared disasters. The State Coordinating Officer (SCO) or Deputy SCO (DSCO) may fulfill the role of the SDRC based on the scope and magnitude of the incident and the anticipated recovery needs.

The SDRC:

- Establishes and maintains contact with FEMA leadership including the regional administrator, Federal Coordinating Officer (FCO), Federal Disaster Recovery Coordinator (FDRC) and other Federal agency recovery leads
- Establishes and maintains contact with senior state leadership and administrative officials involved with strategic and operational planning for recovery, including the State Emergency Management Director, the Governor's Office, the Governor's Authorized Representative(s), Cabinet officials and the State Coordinating Officer
- Establishes and maintains contact with senior local and tribal recovery personnel including local or tribal elected officials and Local/Tribal Disaster Recovery Managers
- Interfaces with the SCO and/or Deputy SCO(s) and other key recovery personnel including state and federal Recovery Support Function leads, the State Hazard Mitigation Officer (SHMO) and the State Historic Preservation Officer (SHPO)
- Develops the state recovery support strategy in coordination with local, state, tribal and federal government leaders
- Updates the Governor and senior officials on current recovery impacts, needs, accomplishments or recommendations
- Integrates state, federal, local, tribal and voluntary agencies' actions and identifies technical and financial resources
- Leads the Washington Recovery Group (WRG), when applicable and in lieu of a Governor-appointed chairperson



Washington Restoration Framework

Appendix D: State Disaster Recovery Coordinator (SDRC)

Supervises: The SDRC may supervise additional recovery staff supporting the SDRC's position activities (e.g., supervising staff providing administrative support to the Washington Recovery Group)

Reports To: If appointed by the Governor, the SDRC reports to the Governor. If the SDRC is a DSCO, they report to the SCO.

Training: Completion of the following emergency management-related trainings is recommended:

- IS-100: Introduction to the Incident Command System, ICS-100
- IS-200: Incident Command System for Single Resources and Initial Action Incidents
- IS-288: The Role of Voluntary Organizations in Emergency Management
- IS-300: Intermediate Incident Command for Expanding Incidents
- IS-393: Introduction to Hazard Mitigation
- ICS-400: Advanced Incident Command System for Command and General Staff – Complex Incidents
- IS-403: Introduction to Individual Assistance
- IS-558: Public Works and Disaster Recovery
- IS-559: Local Damage Assessment
- IS-634: Introduction to FEMA's Public Assistance Program
- IS-660: Introduction to Public Private Partnerships
- IS-700: National Incident Management System, An Introduction
- IS-800: National Response Framework, An Introduction
- IS-2700: National Mitigation Framework, An Introduction
- IS-2900: National Disaster Recovery Framework (NDRF) Overview
- E/L0208: State Coordinating Officer
- E/L0209: State Recovery Planning and Coordination
- E/L0210: Recovery from Disaster: Local Community Roles
- E/L0376: State Public Assistance Operations

Experience: The SDRC should be an individual with executive leadership experience. The individual should have experience in project management, grant management and finance. This person does not need to come from Emergency Management and may in fact be a senior official from a state agency or a representative from the Office of the Governor.



Washington Restoration Framework

Appendix D: State Disaster Recovery Coordinator (SDRC)

- References:
- FEMA, National Qualification System (NQS) Position Task Book for State Disaster Recovery Coordinator
 - FEMA, National Disaster Recovery Framework, June 2016
 - FEMA, Recovery Federal Interagency Operational Plan (FIOP), August 2016



Washington Restoration Framework

Appendix E: State Coordinating Officer (SCO)

Appendix E: State Coordinating Officer (SCO)

Position Roles and Responsibilities

Primary Duty: Following a major or catastrophic disaster the Governor appoints a State Coordinating Officer (SCO) and Alternate SCO to coordinate state disaster assistance efforts with those of the Federal Government. In situations where a Presidential Emergency or Major Disaster Declaration (PDD) request has not yet been approved, EMD's Operations Unit Manager is responsible for coordinating with federal partners.

Upon the approval of a PDD request, the FEMA-State agreement formalizes the SCO and Alternate SCO positions. The SCO and Alternate SCO are certified by the Governor as a Governor's Authorized Representative (GAR) and Alternate Governor's Authorized Representative, respectively. As a GAR, the SCO is empowered to execute on behalf of the State all necessary documents for federal assistance, including approval of subawards and certification of claims for federal programs authorized under the Stafford Act.

The SCO:

- Establishes and maintains contact with senior federal, state, local and tribal elected and administrative officials, including FEMA leadership, The Adjutant General, State Emergency Management Director, Governor's Office and Governor's Authorized Representative(s)
- Interfaces with the FCO and other federal officials to direct federal disaster response and recovery activities
- Directs state disaster response and recovery activities for state departments and agencies
- Integrates state, federal, local and voluntary agencies' actions and identifies technical and financial resources to support response and recovery operations
- Supports operational transition from response to recovery operations
- Establishes and communicates the state's response and recovery priorities and operations
- Provides executive co-leadership alongside the FCO for the Unified Coordination Group and state staff supporting the Joint Field Office
- Approves all mission assignments for direct Federal assistance



Washington Restoration Framework

Appendix E: State Coordinating Officer (SCO)

Supervises: The SCO oversees the response and recovery staff to include state agency staff and representatives within the State Emergency Operations Center (SEOC), the Joint Field Office or alternative setting.

Reports To: Upon a PDD approval, the SCO reports to the Governor.

Training: Completion of the following trainings is recommended:

- IS-100: Introduction to the Incident Command System, ICS-100
- IS-200: Incident Command System for Single Resources and Initial Action Incidents
- IS-288: The Role of Voluntary Organizations in Emergency Management
- IS-300: Intermediate Incident Command for Expanding Incidents
- IS-393: Introduction to Hazard Mitigation
- ICS-400: Advanced Incident Command System for Command and General Staff – Complex Incidents
- IS-403: Introduction to Individual Assistance
- IS-558: Public Works and Disaster Recovery
- IS-559: Local Damage Assessment
- IS-634: Introduction to FEMA’s Public Assistance Program
- IS-660: Introduction to Public Private Partnerships
- IS-700: National Incident Management System, An Introduction
- IS-800: National Response Framework, An Introduction
- IS-2700: National Mitigation Framework, An Introduction
- IS-2900: National Disaster Recovery Framework (NDRF) Overview
- E/L0208: State Coordinating Officer
- E/L0209: State Recovery Planning and Coordination
- E/L0210: Recovery from Disaster: Local Community Roles
- E/L0376: State Public Assistance Operations

Experience: The SCO position should be an individual with executive leadership experience. Ideally this position is filled by an individual with familiarity in disaster operations, particularly in managing disaster response and recovery. The individual should have experience in project management, grant management and finance.

References: FEMA, National Qualification System (NQS) Position Task Book for State Coordinating Officer



Washington Restoration Framework

Appendix E: State Coordinating Officer (SCO)

FEMA, Response Federal Interagency Operational Plan (FIOP), August 2016



Washington Restoration Framework

Appendix F: Deputy State Coordinating Officer (DSCO)

Appendix F: Deputy State Coordinating Officer (DSCO)

Position Roles and Responsibilities

Primary Duty: Following a major or catastrophic disaster the Governor appoints a State Coordinating Officer (SCO) to coordinate state disaster assistance efforts with those of the Federal Government. When necessary, to maintain span of control, the SCO can designate one or more Deputy State Coordinating Officers (DSCOs). The DSCO is often assigned specified mission areas to support the SCO (e.g., Public Assistance, Individual Assistance, Mitigation, etc.). The DSCO position focuses on coordinating response and recovery efforts in support of the SCO.

The DSCO:

- Establishes and maintains contact with senior federal, state, local and tribal elected and administrative officials, including FEMA leadership, The Adjutant General, State Emergency Management Director, Governor's Office and Governor's Authorized Representative(s)
- Interfaces with the FCO and other federal officials to direct federal disaster response and recovery activities
- Supports and coordinates the implementation of federal programs authorized under a Presidential Emergency or Major Disaster Declaration
- Coordinates state disaster response and recovery activities for state departments and agencies
- Integrates state, federal, local and voluntary agencies' actions and identifies technical and financial resources to support response and recovery operations
- Supports operational transition from response to recovery operations
- Establishes and communicates the state's response and recovery priorities and operations
- Participates in the Unified Coordination Group and supports Joint Field Office operations
- Approves all mission assignments for direct Federal assistance

Supervises: The DSCO coordinates with the state disaster recovery staff which may include state agency staff and representatives during recovery activities within the State Emergency Operations Center (SEOC), the Joint Field Office, or alternative setting.



Washington Restoration Framework

Appendix F: Deputy State Coordinating Officer (DSCO)

Reports To: All DSCOs report to the SCO.

Training: Completion of the following trainings is recommended:

- IS-100: Introduction to the Incident Command System, ICS-100
- IS-200: Incident Command System for Single Resources and Initial Action Incidents
- IS-288: The Role of Voluntary Organizations in Emergency Management
- IS-300: Intermediate Incident Command for Expanding Incidents
- IS-393: Introduction to Hazard Mitigation
- ICS-400: Advanced Incident Command System for Command and General Staff – Complex Incidents
- IS-403: Introduction to Individual Assistance
- IS-558: Public Works and Disaster Recovery
- IS-559: Local Damage Assessment
- IS-634: Introduction to FEMA’s Public Assistance Program
- IS-660: Introduction to Public Private Partnerships
- IS-700: National Incident Management System, An Introduction
- IS-800: National Response Framework, An Introduction
- IS-2700: National Mitigation Framework, An Introduction
- IS-2900: National Disaster Recovery Framework (NDRF) Overview
- E/L0208: State Coordinating Officer
- E/L0209: State Recovery Planning and Coordination
- E/L0210: Recovery from Disaster: Local Community Roles
- E/L0376: State Public Assistance Operations

Experience: The DSCO position should be an individual with executive leadership experience. Ideally this position is filled by an individual with familiarity in disaster operations, particularly in managing recovery from disasters. The individual should have experience in project management, grant management and finance.

References: FEMA, National Qualification System (NQS) Position Task Book for State Coordinating Officer

FEMA, Response Federal Interagency Operational Plan (FIOP), August 2016



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Appendix G: Emergency Support Function (ESF) ## – (Recovery) Template

The following section contains an ESF template to be used and modified by jurisdictions as they see fit. The format is intended to be consistent with FEMA’s Comprehensive Preparedness Guide 101, NIMS guidance, FEMA’s NDRF and the state ESF format. Jurisdictions are encouraged to organize their ESF recovery plan around the same Core Capabilities and Critical Tasks within the Recovery Mission Area. Conducting state, local and tribal recovery planning efforts focused on the same identified Core Capabilities and Critical Tasks will help identify recovery gaps and improve pre- and post-disaster coordination.

The Recovery Resources Planning Guide in the Appendix provides additional recovery planning guidance. The EMD Planning Team can provide additional guidance and support upon request. Visit <https://mil.wa.gov/planning-resources> for tribal, local and state emergency planning resources and to fill out a planning assistance request form. The EMD Recovery Team is also ready to provide planning technical assistance as requested.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Coordinating: Entity Name (Acronym)

ESF coordinators oversee the preparedness activities for a particular ESF and coordinate with its primary and support agencies. Responsibilities include:

- Maintaining contact with ESF primary and support agencies through conference calls, meetings, training activities and exercises.
- Monitoring the ESF’s progress in meeting the Core Capabilities it supports through Capability Target progress.
- Coordinating efforts with corresponding private sector, NGOs and Federal partners.
- Ensuring the ESF is engaged in appropriate planning and preparedness activities.

<u>Primary(s):</u>	
ESF primary agencies have significant authorities, roles, resources and capabilities for a particular function within an ESF. Refer to the National Disaster Recovery Framework and the Washington Restoration Framework for specific responsibilities.	
Entity Name (Acronym)	Entity Name (Acronym)

<u>Supporting:</u>	
ESF support agencies have specific capabilities or resources that support primary agencies in executing the mission of the ESF. Refer to the National Disaster Recovery Framework and the Washington Restoration Framework for specific responsibilities.	
Entity Name (Acronym)	Entity Name (Acronym)

Purpose

[The purpose sets the foundation for the rest of the ESF. The purpose is a general statement of what the ESF is meant to do, shows the relationship to Core Capability execution and should be supported by a brief synopsis of the ESF annex and any appendices.]

This document is a supporting annex of the Comprehensive Emergency Management Plan (CEMP) and operates in conjunction with all its annexes. ESF ## coordinates disaster recovery operations in support of the impacted community. Based on the intersecting activities with other ESFs, ESF ## supports immediate recovery actions at the time of the response by executing the Operational Coordination and Situational Assessment Primary Core Capabilities, ensuring a smooth transition to intermediate and longer-term recovery operations.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Additionally, ESF ## leads the development of a recovery-focused common operating picture through information sharing among agencies responsible for the following Core Capabilities: Public Information and Warning, Planning, Infrastructure Systems, Economic Recovery, Health and Social Services, Housing and Natural and Cultural Resources.

Primary Core Capabilities	
Response and Recovery	
Operational Coordination	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.
Response	
Situational Assessment	Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects and the status of the response.
Support Core Capabilities	
Response and Recovery	
Public Information and Warning	Deliver coordinated, prompt, reliable and actionable information to the whole community through the use of clear, consistent, accessible and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
Recovery	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational and/or tactical-level approaches to meet defined objectives.
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats and efficiently restore and revitalize systems and services to support a viable, resilient community.
Economic Recovery	Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
Health and Social Services	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
Housing	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

<p>Natural and Cultural Resources</p>	<p>Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.</p>
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Authorities and Policies

Revised Code of Washington (RCW)

38.52, Emergency Management

Provision for the administration of a comprehensive emergency management plan for the state of Washington, to include all state agencies, departments, institutions of higher education, commissions, boards and councils.

RCW #: Name

Short Description – Why is this particular authority important to this ESF’s role?

Washington Advisory Code (WAC)

118-30, Military Department (Emergency Management), Local emergency management/services organizations, plans and programs

Provides guidance to the Washington Military Department for duties relating to statewide emergency management. Includes responsibilities of local jurisdictions (political subdivisions) to develop, promulgate and submit a comprehensive emergency management plan. Among other components, this plan shall include a functional description of how recovery actions will be addressed and financed.

WAC #: Name

Short Description

Important Agency/Organization Policies

Policy Identifier: Name

Short Description



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Situation Overview

[At a minimum, the situation section should summarize hazards faced by the ESF and discuss how the ESF expects to receive (or provide) assistance within its regional response and recovery structures. In what circumstances will this ESF be activated? How is recovery handled? The situation overview section covers a general discussion of:

- *Relative probability and impact of the hazards.*
- *Geographic areas likely to be affected by particular hazards.*
- *Vulnerable critical facilities (e.g., nursing homes, hospitals, infrastructure).*
- *Recovery planning pre-disaster including trainings.*
- *Plans that support or describe recovery operations.*
- *Memorandums of Understanding in place pre-disaster to support recovery operations.*
- *The process used by the ESF to determine its capabilities and limits in order to prepare for and respond to the defined hazards.*
- *Anticipated recovery challenges or issues and how the ESF will pro-actively address these (e.g., volunteer and donations management, debris management, damage assessments, case management, etc.).]*

Concept of Operations

[The CONOPS section explains in broad terms the ESF’s intent regarding an operation. This section is designed to give an overall picture of how the organization accomplishes a mission or set of objectives to reach a desired end-state. Ideally it offers clear methodology to realize the goals and objectives to execute the plan. This section may describe what recovery actions may take place with the immediate response, relief and later phases of recovery. It may be beneficial to describe the different phases of recovery as your jurisdiction defines them.]

Some ESF operations may include, but are not limited to:

- *[Ex. Support the transition of ESF response activities to recovery in the EOC]*
- List here.
- List here.

ESF ## coordinates short, intermediate and long-term recovery actions to support the impacted community.

- *Short-term recovery actions include conducting local/tribal initial damage assessments and collecting disaster impact information, restoring critical functions, services, facilities and infrastructure and providing vital recovery resources. The damage assessments and*



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

data inform ESF ## of the immediate and future needs of the disaster survivors and the community as a whole. Agencies supporting ESF ## share impact information to determine which programs or other forms of assistance are available to address the identified recovery need(s) (e.g., grants, loans, technical assistance, planning assistance, outreach and communication, vital document recovery, etc.). ESF ## agencies coordinate program delivery to avoid duplication of effort and maximize assistance.

- *Intermediate recovery* actions include planning for long-term recovery, interfacing with the local recovery lead (if not part of emergency management) and elected officials, identifying and disseminating information regarding federal, state and local recovery support programs and assisting in the restoration of resources and services.
- *Long-term recovery* actions include the permanent restoration and rebuilding of critical infrastructure, increasing healthcare and social services capacities, building new homes, restoring the economy and incorporating resilient practices.

In order to achieve its intended purpose, this ESF is concerned with accomplishing the Critical Tasks associated with each identified Core Capability to support the Recovery Mission Area and the successful execution of these Core Capabilities.

Mission Area	Critical Task I.D.	Critical Tasks
Operational Coordination		
Response	2	Enhance and maintain command, control and coordination structures consistent with the National Incident Management System (NIMS) to meet basic human needs, stabilize the incident and transition to recovery.
Recovery	1	Establish tiered, integrated leadership and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.

Mission Area	Critical Task I.D.	Critical Tasks
Situational Assessment		
Response	2	Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities and engage governmental, private and civic sector resources within and outside of the affected area to meet basic human needs, stabilize the incident and transition to recovery.



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Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Mission Area	Critical Task I.D.	Critical Tasks
Public Information and Warning		
Response	2	Deliver credible and actionable messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the transition to recovery.
Recovery	1	Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency; protect the health and safety of the affected population; help manage expectations; and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.
	2	Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, steady state resources for long-term impacts and monitoring programs in an effective and accessible manner.

Mission Area	Critical Task I.D.	Critical Tasks
Planning		
Recovery	1	Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.

Mission Area	Critical Task I.D.	Critical Tasks
Infrastructure Systems		
Recovery	1	Restore and sustain essential services (public and private) to maintain community functionality.
	3	Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Mission Area	Critical Task I.D.	Critical Tasks
Economic		
Recovery	1	Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.

Mission Area	Critical Task I.D.	Critical Tasks
Health and Social Services		
Recovery	2	Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.
	3	Restore health care (including behavioral health, physical and mental), public health and social services functions.

Mission Area	Critical Task I.D.	Critical Tasks
Housing		
Recovery	1	Assess preliminary housing impacts and needs, identify currently available options for temporary housing and plan for permanent housing.

Mission Area	Critical Task I.D.	Critical Tasks
Natural and Cultural Resources		
Recovery	1	Implement measures to protect and stabilize records and culturally significant documents, objects and structures.
	2	Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Whole Community

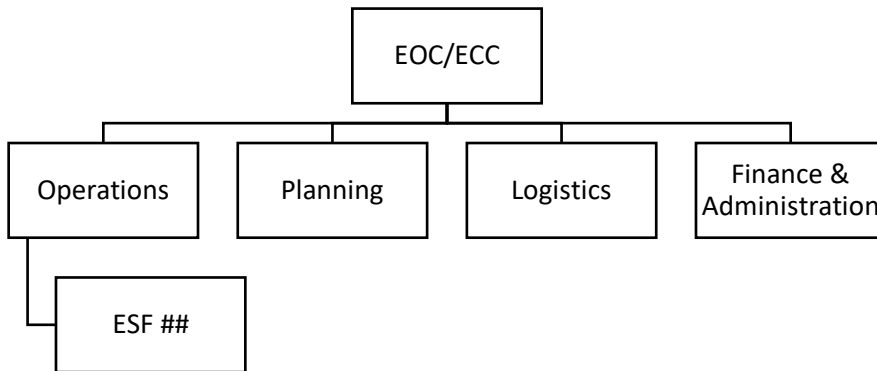
[Describe how plans consider the essential needs of children. Describe how plans consider the physical, programmatic and communications needs of individuals with disabilities and others with access and functional needs. Describe how plans consider the essential needs of household pets and service animals (e.g., the requirements stated in the federal PETS Act, etc.). What are the considerations within your community related to recovery? What barriers might exist to inhibit a community's or an individual's recovery (e.g., accessing recovery assistance programs)? What are the impacts of these barriers? How might they be mitigated?]

Recovery is a long-term and ongoing process that starts with the incident and is community-driven. This requires involvement from the whole community in order to be successful. The interplay of ESF ## and the public and private sector stakeholders is a vital part of including the whole community concept into ESF ##. ESF ## works to engage with the Whole Community to offer recovery resources and support. ESF ## works with...

Organization

Describe what the organizational structure of this ESF looks like. Where does it fall in the overall EOC/ECC structure? How are all the primary and supporting agencies/organizations connected?

Structure



Direction, Control & Coordination

This section also provides information on how department and agency plans nest into the ESF (horizontal integration) and how higher-level plans are expected to layer on the ESF (vertical integration).



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Horizontal Integration

List and briefly describe what local-level (equal) or regional-level (equal) planning efforts exist that may support this ESF in executing its assigned responsibilities? List and briefly describe them.

Plan Name

Provide a short description of the plan here.

Vertical Integration

What Federal-level (higher), state-level (higher), local-level (lower), private sector & NGOs (lower) planning efforts exist that may support this ESF in executing its assigned responsibilities? List and briefly describe them.

Washington Restoration Framework, WA EMD 2021

The Washington Restoration Framework (WRF), developed by the Washington State Emergency Management Division, outlines how the state organizes for recovery. The WRF consists of 8 Recovery Support Functions that are led by specific state agencies and focused on addressing the Recovery Core Capabilities. The WRF also provides a framework for local and tribal jurisdictions to conduct pre-disaster recovery planning efforts. Conducting recovery planning efforts based partly on the suggestions incorporated in the WRF can improve vertical integration with state partners.

Plan Name

Provide a short description of the plan here.

Information Collection, Analysis, & Dissemination

Who does this ESF work with to collect *what information* to be used for *what purpose*? This section describes the critical or essential information needed, the source of the information, who uses the information, how the information is shared, the format for providing the information and any specific times the information is needed.



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Information Collection

Essential Elements of Information (EIs)

The following categories are a baseline list of facilities and systems which should be considered for information collection. They may not include all relevant EEs as the impact of a given disaster may require unique information collection needs. *[Your jurisdiction should pre-identify the EEs which support situational awareness and the planning needs in your community. They will likely differ from the examples provided below.]*

Essential Elements of Information	
Recovery	
Element	Description
<ul style="list-style-type: none"> • Disaster Impact Information 	<ul style="list-style-type: none"> ○ Impacted counties and cities ○ Number of people impacted by disaster ○ Local/tribal initial damage assessment ○ Rapid Needs Assessment
<ul style="list-style-type: none"> • Infrastructure Impacts 	<ul style="list-style-type: none"> ○ Community infrastructure systems impacted ○ Estimated time to operationalize the damaged or destroyed infrastructure
<ul style="list-style-type: none"> • Mass Care Information 	<ul style="list-style-type: none"> ○ Shelters opened ○ Current population in shelters ○ Transitional Sheltering assistance options ○ Potential future sheltering requirements ○ Schools impacted
<ul style="list-style-type: none"> • Health and Social Service Information 	<ul style="list-style-type: none"> ○ Health care organizations impacted ○ Status of Acute medical care facilities ○ Status of long term care facilities
<ul style="list-style-type: none"> • Natural Resource Impacts 	<ul style="list-style-type: none"> ○ Natural resources impacted ○ Environmental impacts ○ Cultural resources impacted ○ Historical impacts
<ul style="list-style-type: none"> • Housing 	<ul style="list-style-type: none"> ○ Housing stock impacted ○ Housing stock available



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Essential Elements of Information	
Recovery	
Element	Description
<ul style="list-style-type: none"> • Community Services 	<ul style="list-style-type: none"> ○ Impacted community services ○ Economic and Business impacts ○ Long term/short term assistance options

Information Analysis

Describe the process the information collected goes through to verify accuracy of the information and any details necessary to inform operations and decision-making.

Information Dissemination

Describe what process this ESF takes to share the information once it has been verified and analyzed (e.g., the ESF shares the information with the Operations Section Chief in the EOC and the ESF ##/PIO, or Situation Unit in the Planning Section if applicable). ESF ## facilitates information transfer from each ESF to other agencies supporting recovery

Responsibilities

The tables below outline the responsibilities of entities in support of restoring critical functions, services/programs, vital resources, facilities and infrastructure of an impacted area. The table lists the executable actions tied to the Critical Tasks, which support the Core Capabilities. The Critical Task I.D. is used to identify the specific Critical Task that the entity’s action addresses. Multiple entities can perform the same action and an action can address more than one Critical Task.

Response Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Organization(s) Name
Operational Coordination	2	Example: Activities related to the activation of ESF ##, establishing the structures necessary to deliver recovery core capabilities.	Agency Name
	2		Agency Name 1, Agency Name 2
	1,2		Agency Name 1, Agency Name 3



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Appendix G: Emergency Support Function (ESF) – (Recovery) Template

Response Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Organization(s) Name
Situational Assessment	2		Agency Name
Public Information and Warning	2		

Recovery Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Agency/Organization
Housing	1,2	<i>[Describe the actions tied to critical tasks 1 and 2 here, for example].</i>	Agency 1 Agency 2
	3	<i>[Describe the action(s) tied to critical task 3 here, for example].</i>	Agency 1
	#		
Economic	#		
	#		
Infrastructure Systems	#		
	#, #		
	#, #, #		
[Name]	#		

Resource Requirements

Micro-level

Think about the person physically in the EOC, this ESF Annex is their guiding document during the response and recovery. Will they need different resources for the recovery operations if no longer located in the EOC/ECC?



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

What does your ESF need from the EOC to carry out the functions they are assigned? Will they need to bring their own laptop, access to specific internal networks, etc.? Will the ESF maintain a copy of their own SOPs or partner plans within the EOC?

Additionally, to be an ESF representative with the knowledge necessary to successfully support the functions of this ESF, what type of training is required? Are there additional training opportunities that could benefit the individuals representing this ESF?

Training Requirements

- *[List training here]*

Recommended Training

These training recommendations are in addition to the standard Emergency Management core competencies of ICS 100, 200, 300, 400, 700 & 800 as well as the Professional Development Series. You may also want to consider the All-Hazards Position Specific Courses which are available through FEMA's Emergency Management Institute.

- *[List training here]*
- *[IS-2900 National Disaster Recovery Framework]*
- *[See WA EMD's Recovery Core Capability Development Sheets]*

Macro-level

Are there any known resources that will be activated to support the recovery operation, either established through policy or other mandates, regardless of what the situation is (e.g., a liaison will always be sent to the local EOC/ECC to ensure accurate coordination and unity of efforts, etc.)?

References and Supporting Guidance

What guidance exists to support this ESF? What attachments or appendices are included, if applicable? This is not a place for plans (i.e., plans belong in the "Direction, Control and Coordination" section), but are there any websites or other relevant references this ESF may benefit from having quick access to?

List and briefly describe them.

Terms and Definitions

What technical information was discussed, specific to this ESF, that may need additional clarification? Common terms and definitions (e.g., Emergency Operations Center, etc.) will be



Washington Restoration Framework

Appendix G: Emergency Support Function (ESF) – (Recovery) Template

defined in the Basic Plan. We are really trying to focus on this ESF-specific jargon and terminology the average person may not know.

List and briefly describe them.

Term Name:

Definition/Description



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Appendix H: Recovery Support Function (RSF) Template

The following section contains a RSF template to be used and modified by jurisdictions as they see fit. The format is intended to be consistent with FEMA’s Comprehensive Preparedness Guide 101, NIMS guidance, FEMA’s NDRF and the state RSF format. Jurisdictions are encouraged to organize their recovery plans around the same Core Capabilities and Critical Tasks within the Recovery Mission Area. Conducting state, local and tribal recovery planning efforts focused on the same identified Core Capabilities and Critical Tasks will help identify recovery gaps and improve pre- and post-disaster coordination.

The Recovery Resources Planning Guide in the Appendix provides additional planning guidance and RSF templates. The EMD Planning Team can provide additional guidance and support upon request. Visit <https://mil.wa.gov/planning-resources> for tribal, local and state emergency planning resources and to fill out a planning assistance request form. The EMD Recovery Team is also ready to provide planning technical assistance as requested.



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Coordinating: Entity Name (Acronym)

Coordinating entities oversee the recovery activities for a particular Recovery Support Function (RSF) and coordinate with its primary and support entities. Responsibilities include:

- Maintaining contact with primary and supporting entities through conference calls, meetings, training activities and exercises.
- Monitoring the RSF's progress in meeting the core capabilities it supports through Capability Target progress.
- Coordinating efforts with corresponding private sector, NGOs, State, Federal and Tribal partners.
- Ensuring engagement in appropriate planning and recovery activities.

<u>Primary(s):</u>	
Primary entities may have significant authorities, roles, resources and capabilities for a particular action within a RSF. They are responsible for orchestrating support within their functional area for the appropriate recovery core capabilities.	
Entity Name (Acronym)	Entity Name (Acronym)
<u>Supporting:</u>	
Supporting entities may have specific capabilities or resources that support primary entities in executing capabilities for a particular action within a RSF.	
Entity Name (Acronym)	Entity Name (Acronym)

Purpose

The purpose sets the foundation for the rest of the RSF. The purpose is a general statement of what the RSF is meant to do, shows the relationship to Core Capability execution and should be supported by a brief synopsis of the RSF annex and any appendices.

Primary Recovery Core Capability	
Core Capability Name	Core Capability Description



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Appendix H: Recovery Support Function (RSF) Template

Support Recovery Core Capability	
Core Capability Name	Core Capability Description

Authorities and Policies

Revised Code of Washington (RCW)

RCW #: Name

Short Description – Why is this particular authority important to this RSF’s role?

Washington Advisory Code (WAC)

WAC 118-30: Local Emergency Management/Services Organizations, Plans and Programs

Under WAC 118, each jurisdiction or “political subdivision” must develop and maintain an emergency plan which includes, among other sections, a functional description of agency recovery actions and how such actions will be financed and addressed.

WAC #: Name

Short Description

Important Agency/Organization Policies

Policy Identifier: Name

Short Description

United States Governing Authorities and Policies

Policy Identifier: Name

Short Description

Situation Overview

At a minimum, the situation section should summarize hazards or challenges faced by the RSF and discuss how the RSF expects to receive (or provide) assistance within its regional recovery structures. The challenges could include both common recovery challenges (e.g., lack of affordable and available housing for Housing RSF) and recovery issues unique to the jurisdiction.

The situation section covers a general discussion of:

- *Relative probability and impact of the hazards.*
- *Geographic areas likely to be affected by particular hazards.*
- *Vulnerable critical facilities (e.g., nursing homes, hospitals, infrastructure).*
- *The process used by the RSF to determine its capabilities and limits in order to prepare for and recover from the defined hazards.*
- *Existing recovery plans and the degree of recovery capacity or expertise*



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Planning Assumptions

What are the planning assumptions specifically related to recovery that this RSF encompasses? For example, does this RSF assume that the impacted jurisdiction will work with local housing authorities to deliver programs and identify housing issues? Are pre-disaster housing assessments completed in the jurisdiction that will guide the housing recovery decisions? Will new housing assessments take place post-disaster?

Concept of Operations

This CONOPS section explains in broad terms the RSF's intent regarding an operation. This section is designed to give an overall picture of how the recovery organization accomplishes a mission or set of objectives (via Critical Tasks) to reach a desired end-state. Ideally it offers clear methodology to realize the goals and objectives to execute the plan.

Some RSF operations may include, but are not limited to:

- *[Ex. Support the transition of response activities to recovery in the EOC]*
- *[Ex. Organize and coordinate recovery activities including planning functions]*
- *[Ex. Addresses the Critical Tasks (listed below) associated with the recovery Core Capability through support and coordination of agencies/departments]*
- List here.

Critical Tasks

In order to achieve its intended purpose, this RSF is concerned with accomplishing the Critical Tasks associated with each identified Core Capability to support the Recovery Mission Area and the successful execution of these Core Capabilities.

[Note: These Critical Tasks are pre-assigned to each Core Capability based on Federal guidance documents and should NOT be altered. These are the functional areas of responsibility for the RSF. The RSF is the delivery mechanism for addressing the Critical Tasks and meeting the specific Recovery Core Capability. These are flexible based on the current capabilities of the RSF and depend on the nature of the realistic activities listed in the Responsibilities section (i.e., you may add or subtract Critical Tasks and Core Capabilities based on the activities described for this RSF's involvement during recovery)]



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Core Capability Name		
Mission Area	Critical Task I.D.	Critical Task Description
Recovery	1	Critical Task Language
	2	Critical Task Language
	3	Critical Task Language

Whole Community

Describe how plans consider the essential needs of children. Describe how plans consider the physical, programmatic and communications needs of individuals with disabilities and others with access and functional needs. Describe how plans consider the essential needs of household pets and service animals (e.g., the requirements stated in the federal PETS Act, etc.). What are the considerations within your community related to this aspect of recovery? Are there barriers to accessing affordable housing, social services, or applying for recovery assistance? How might this be mitigated?

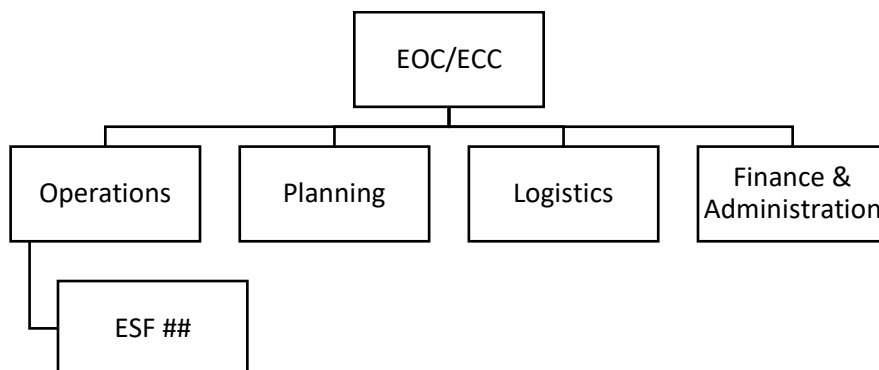
Organization

How is this RSF activated? What does this look like? What is the mobilization process like?

Describe what the organizational structure of this RSF looks like. Where does it fall in the overall EOC/ECC structure? How are all the primary and supporting agencies/organizations connected?

Structure

Insert an organization EOC/ECC diagram that depicts where this RSF resides. [Example below.]





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Appendix H: Recovery Support Function (RSF) Template

Direction, Control & Coordination

This section also provides information on how department and agency plans nest into the RSF (horizontal integration) and how higher-level plans are expected to layer on the RSF (vertical integration).

Horizontal Integration

List and briefly describe what local-level or regional-level (equal) planning efforts exist that may support this RSF in executing its assigned responsibilities? List and briefly describe them.

Plan Name

Brief Description

Vertical Integration

What Federal-level (higher), state-level (higher), regional (higher), local-level (lower), private sector & NGOs (lower) planning efforts exist that may support this RSF in executing its assigned responsibilities? List and briefly describe them.

Washington Restoration Framework, WA EMD 2021

The Washington Restoration Framework (WRF), developed by the Washington State Emergency Management Division, outlines how the state organizes for recovery. The WRF consists of 8 Recovery Support Functions that are led by specific state agencies and focused on addressing the Recovery Core Capabilities. The WRF also provides a framework for local and tribal jurisdictions to conduct pre-disaster recovery planning efforts. Conducting recovery planning efforts based partly on the suggestions incorporated in the WRF can improve vertical integration with state partners.

Plan Name

Brief Description

Information Collection, Analysis, & Dissemination

This section describes the critical or essential information needed, the source of the information, who uses the information, how the information is shared, the format for providing the information and any specific times the information is needed.

Information Collection

[Consider incorporating a list of potential agencies, organizations, advocacy groups, etc., that may support your jurisdiction with this specific area of recovery. These are in addition to those



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

listed on page 1 for whom you've already worked with to develop this RSF. The list could instead be those entities which may possess essential elements of information to support your recovery situational awareness and decision-making and/or possess additional resources.

Essential Elements of Information (EIs)

The following categories are a baseline list of facilities and systems which should be considered for information collection. They may not include all relevant EIs as the impact of a given disaster may require unique information collection needs.

Essential Elements of Information	
Recovery Core Capability	
Element	Description
EI Category (e.g., Housing, Infrastructure, Social Services)	<ul style="list-style-type: none"> [List EIs here. See FEMA's Recovery FIOP and the state's WRF for guidance. Develop EIs specific to your jurisdiction. Examples may include status of shelters and housing vacancies (for a Housing RSF as an example), demographics of the impacted population, community service disruptions, etc.]

Information Analysis

Describe the process the information collected goes through to verify accuracy of the information and any details necessary to inform operations and decision-making.

Information Dissemination

Describe what process this RSF takes to share the information once it has been verified and analyzed (e.g., the RSF shares the information with the Operations Section Chief in the EOC/ECC and the PIO, or Situation Unit in the Planning Section if applicable).

Responsibilities

The table below outlines the responsibilities of agencies/organizations in support of this RSF. These actions are tied to executing the Critical Tasks noted in the "Concept of Operations" section. The Critical Task I.D. is used to identify the specific Critical Task that the agency/organization's action addresses. Multiple agencies/organizations can perform the same action and an action can address more than one Critical Task of a Core Capability.



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Recovery Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Agency/Organization
Housing	1,2	[Describe the actions tied to critical tasks 1 and 2 here, for example].	Agency 1
			Agency 2
	3	[Describe the action(s) tied to critical task 3 here, for example].	Agency 1
Economic	#		
	#		
Infrastructure Systems	#		
	#, #		
	#, #, #		
[Name]	#		

Resource Requirements

Micro-level

Think about the person physically in the EOC/ECC - this RSF Annex is their guiding document during the recovery.

What does the RSF need from the EMO and the EOC/ECC to carry out the functions they are assigned? Will they need to bring their own laptop, access to specific internal networks, etc.? Will the RSF maintain a copy of their own SOPs or partner plans within the EOC/ECC?

Training Requirements

Additionally, to be an RSF representative with the knowledge necessary to successfully support the functions of this RSF, what type of training is required or recommended? Are there additional training opportunities that could benefit the individuals representing this RSF?

- *[List training here]*



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

Recommended Training

These training recommendations are in addition to the standard Emergency Management core competencies of ICS 100, 200, 300, 400, 700 & 800 as well as the Professional Development Series. You may also want to consider the All-Hazards Position Specific Courses which are available through FEMA's Emergency Management Institute.

- *[List training here]*

Macro-level

Are there any known resources that will be activated to support the recovery operation, either established through policy or other mandates, regardless of what the situation is (e.g., a liaison will always be sent to the local EOC/ECC to ensure accurate coordination and unity of efforts, etc.)?

References and Supporting Guidance

What guidance exists to support this RSF? What attachments or appendices are included, if applicable? This is not a place for plans (i.e., plans belong in the "Direction, Control and Coordination" section), but are there any websites or other relevant references this RSF may benefit from having quick access to?

List and briefly describe them.

Guidance or Reference Name

Brief Description

Plan Name

Brief Description

Terms and Definitions

Define terms and words which may be new to users of this plan or may have an ambiguous meaning in alternative contexts.

--- --- ---

Attachment – *[RSF Name]*

This is an opportunity to list federal, state, local and other governmental and non-governmental entity programs supporting this RSF. These may be some of the more commonly used resources



Washington Restoration Framework

Appendix H: Recovery Support Function (RSF) Template

in a disaster or they could be specific to your jurisdiction. The programs listed here may also be those that the Coordinating, Primary and Supporting RSF members may administer/provide to support recovery efforts within this recovery functional area.

Agency Name

Summary of agency/Organization Activities

Provide a brief (1-3 sentences) summary of what the agency/organization does and how it supports recovery (could include mission, RCWs, vision, etc.)

Agency Main Contact

Name, Title (or generic contact information such as a 1-800 number or weblink)

Email; Work phone

Program	Eligibility/Stipulations	Contact Information
[Name]	[e.g., income limits, program type (loan, grant, etc.), local disaster declaration required, etc.]	[Program-specific contact]



Washington Restoration Framework

Appendix I: Pre-Disaster Recovery Checklist

Appendix I: Pre-Disaster Recovery Checklist

The information contained in this appendix is adapted from the American Planning Association and provides a high-level pre-disaster recovery checklist for jurisdictions. (Source: American Planning Association, [Planning for Post-Disaster Recovery: Next Generation](#), 2014, p. 94).

Additional pre-disaster planning guidance can be found in the Recovery Resources Planning Guide Appendix. For local government pre-disaster planning, FEMA's [Pre-Disaster Recovery Planning Guidance for Local Governments](#) (2017), also provides a checklist for communities to develop a pre-disaster recovery plan. A checklist of planning activities for Tribal Governments can be found in FEMA's [Pre-Disaster Recovery Planning Guide for Tribal Governments](#).

1. Initiate the Process

- a. Make decision to plan.
- b. Compile list of local/tribal stakeholders and partners.
- c. Form planning task force to guide plan development.
- d. Designate local/tribal government official (or agency) to lead process.
- e. Choose start date and timeframe for planning process.
- f. Identify and secure funding, including data and information management and public participation and communication.
- g. Define planning process, plan type and linkages with other local/tribal plans and documents.
- h. Define the scope of the plan (e.g., donations and volunteer management, transitional housing, assistance for individuals and families, debris management, all-hazards, etc.).
- i. Secure local/tribal elected and community leadership support for planning process.

2. Organizing Whole Community Public Participation

- a. Determine approaches to inclusive stakeholder participation and forms of public communication and engagement.
- b. Form stakeholder group to guide public participation.
- c. Develop inclusive public participation and communications plan.
- d. Discuss participation plan with elected leaders, community leadership, stakeholder groups and public.



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Appendix I: Pre-Disaster Recovery Checklist

3. Conducting Research and Analysis

- a. Collect and review local/tribal plans and programs. Examples include comprehensive plan, emergency response plan, redevelopment plan, capital improvement plan and housing and economic development plans.
- b. Assess hazards and risks to environment, buildings, lifelines, economy, society and institutions.
- c. Assess disaster impacts and recovery needs.
- d. Assess local/tribal staff, financial and other resources available for recovery and identify gaps.
- e. Formulate planning framework, including recovery vision, goals and priority issues. This is an opportunity to revisit the scope identified in Step 1.
- f. Formulate and analyze recovery scenarios and develop alternatives for different land uses; economic, social, historic and cultural considerations; financing issues; and other practical matters.

4. Facilitating Input

- a. Formalize planning framework through interactions with stakeholder groups, elected officials and public.
- b. Prioritize recovery issues, scenarios and alternatives.
- c. Identify potential strategies and specific programs, projects and actions to address priority issues.
- d. Identify broader array of financing and implementation mechanisms.
- e. Confirm plans for plan development, adoption and implementation.

5. Developing and Adopting the Plan

- a. Prepare plan elements as needed.
- b. Link plan to other plans and regulations as needed.
- c. Solicit comments from stakeholder groups, elected officials and the public.
- d. Revise draft based upon feedback and finalize.
- e. Hold public hearings on final draft plan.
- f. Develop and outline review schedule for plan.
- g. Seek adoption from elected officials.



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Appendix I: Pre-Disaster Recovery Checklist

6. Implementing the Plan

- a. Initiate pre-disaster elements.
- b. Periodically exercise plan.
- c. Review and amend plan as laws and guidance change, according to the pre-defined plan maintenance schedule and any time after an incident occurs.



Washington Restoration Framework

Appendix J: Post-Disaster Recovery Checklist

Appendix J: Post-Disaster Recovery Checklist

Below is a list of example post-disaster tasks that can aid in recovery efforts. Post-disaster recovery efforts will always be incident and jurisdiction specific. Individual tasks may fall within different recovery stages. Tasks are in no particular order. This section is broken down into short, intermediate and long-term recovery with sub-categories of recommended initial and comprehensive planning steps.

- Short-Term Recovery (Days to weeks post-disaster)
 - *Initial:*
 - Identify a location to coordinate and/or lead recovery operations.
 - Assign a Public Information Officer (PIO) to monitor news reports, including via social media, for disaster-related impacts and resource needs and offers. The PIO should disseminate recovery assistance information and update the public on the status of recovery efforts in a variety of accessible formats and in coordination with other state, local and tribal PIOs.
 - Identify location(s) for donations to be stored, dropped off by the public and/or distributed. Identify an organization to lead donations management. *If possible, this action should be accomplished pre-disaster.*
 - Identify an organization or organizations to coordinate affiliated and non-affiliated volunteers. *If possible, this action should be accomplished pre-disaster.*
 - Meet with governing authorities to initiate working relationship and recovery process.
 - Develop community data tracking protocols. *If possible, this action should be accomplished pre-disaster.*
 - Review existing recovery planning documents.
 - Form a planning team.
 - Establish finance/banking system to manage funds and disperse payments. This could be establishing a bank account or contracting with an outside partner to manage finances and required tax documentation.



Washington Restoration Framework

Appendix J: Post-Disaster Recovery Checklist

- Identify county, state and federal partners and their expertise.
- Identify and establish partnerships with tribes to discuss a holistic recovery.
- *Comprehensive:*
 - Implement the disaster recovery plan and/or procedures and establish a flexible recovery structure.
 - Identify community impacts, immediate needs and anticipate long-term recovery needs.
 - Establish standard process for expense tracking, documenting and accounting. Document EVERYTHING.
 - Support damage assessments, maintaining documentation and records of recovery actions and assessed locations.
 - Coordinate with social services organizations, nonprofit organizations, VOADs and COADs to provide immediate relief and short-term recovery services including initiating disaster case work.
- Intermediate Recovery (Weeks to months post-disaster)
 - *Initial:*
 - Convene stakeholders to share recovery resources and other assistance programs. Include local emergency management, community representatives, COADs and VOADs.
 - Meet with and educate governing authorities on recovery plan and process.
 - Establish agreements to hire additional staffing to support post-disaster recovery activities if needed.
 - Identify specific recovery indicators to strive for and track.
 - Reevaluate financial tracking system to check for robustness and sustainability.
 - Identify financial decision-makers/gate keepers.



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Appendix J: Post-Disaster Recovery Checklist

- *Comprehensive:*
 - Work with trusted community leaders to convey recovery resources to the impacted community and assist in applications for assistance, if applicable.
 - Establish a wellness mindset for staffing to ensure needs are being met. This helps to reduce burnout and turnover.
 - Develop and implement an inclusive public participation program, communications and engagement strategy.
 - Begin to identify and document possible mitigation projects.
 - Develop and refine recovery goals.
 - Support the development of a long-term recovery group to handle disaster case management and unmet needs.
- Long-Term Recovery (Months to years post-disaster)
 - Initial:
 - Identify, refine and apply for funding for mitigation opportunities in the repair and rebuild process for the community, using pre-disaster Threat and Hazard Identification and Risk Assessment (THIRA), mitigation, land use and other plans as available.
 - Evaluate projects for compliance with old and new local laws and regulations. Ensure that projects meet the recovery goals and vision for the community.
 - Consolidate data into single system and develop long-term data tracking system.
 - Record best practices, lessons learned and areas for improvement from recovery efforts.
 - Comprehensive:
 - Develop long-term recovery leadership team.



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Appendix J: Post-Disaster Recovery Checklist

- Refine and maintain finance and reimbursement tracking protocols for federal, state and local compliance.



Washington Restoration Framework

Appendix K: Defining and Measuring Recovery Success

Appendix K: Defining and Measuring Recovery Success

Similar to the difficulty with defining the transition from response to recovery, defining and measuring success can be challenging. The definition of recovery is subjective depending on who is asked and how they were directly or indirectly affected by the disaster. Following a disaster, there is often a need to establish a “new normal” with incorporated aspects and considerations of equity, sustainability and resiliency. Defining this new normal is an approach to defining what successful recovery might look like. The recovery itself, however, could have numerous dimensions including environmental, physical, social, economic, institutional, etc.

In a major disaster the Governor may set overarching recovery goals for the state. Each impacted jurisdiction should identify early on what successful recovery looks like based on the disaster impacts themselves. Some items to take into consideration when defining and measuring recovery success are below.

American Planning Association Considerations:

- Scale at which success will be measured
 - Individual vs. household level
 - Census tract, neighborhood, community subset level
 - City, county-wide or regional level
- Length of time involved
 - Increments could include days, months, years, decades
- Evaluating success
 - Who is responsible for evaluating success?
 - Consideration of multiple perspectives, including the disaster-affected or recipients of assistance
 - Independent evaluators
 - Program, project staff and funding agencies

FEMA Factors for a Successful Recovery:

- Effective decision-making and coordination
- Integration of community recovery planning processes
- Well-managed recovery
- Proactive community engagement, public participation and public awareness
- Well-administered financial acquisition
- Organizational flexibility
- Resilient rebuilding



Washington Restoration Framework

Appendix K: Defining and Measuring Recovery Success

FEMA Successful Recovery Outcomes:

Short term (days): Provide integrated mass care and emergency services, reestablish cash flow, identify individuals needing behavioral health services.

Intermediate term (weeks-months): Provide accessible interim housing solutions, debris removal, infrastructure repair and restoration, engage support for ongoing care.

Long-term (months-years): Implement mitigation and resilience-building strategies, develop permanent housing solutions, economic revitalization strategies, permanent infrastructure solutions, case management and on-going community recovery support.

References:

Schwab, James. American Planning Association. *Planning for Post-Disaster Recovery: Next Generation*, PAS Report 576. 2014. Pages 155-157.

FEMA. *Pre-Disaster Recovery Planning Guide for State Governments*. 2016. Appendix B: Factors for a Successful Recovery.

FEMA. *Pre-Disaster Recovery Planning Guide for State Governments*. 2016. Appendix C: Successful Recovery Outcomes.



Washington Restoration Framework

Appendix L: Recovery Resources Planning Guide

Appendix L: Recovery Resources Planning Guide

Below is a list of recovery resources with associated website links. This document is intended to aid recovery planning efforts for state, county, city and tribal governments. The links below are provided to support pre- and post-disaster recovery planning efforts. This list should not be considered any sort of official endorsement by the Washington Military Department.

This document is divided into 5 sections:

1. Recovery Planning Guidance – Resources to aid in recovery planning efforts. These documents provide an introduction to the overall recovery process including coordination structures, options for organizing for recovery, recovery phases, recovery planning considerations, best practices and more. The majority of the resources focus on pre-disaster recovery planning.
2. WA Recovery Plans/Frameworks – Examples of published recovery plans and frameworks within Washington State.
3. Other Recovery Plans/Frameworks – Provides examples of useful recovery plans and frameworks outside of Washington State.
4. Recovery Plan Templates – Recovery plan templates including Emergency Support Functions and Recovery Support Functions for use by local and tribal jurisdictions.
5. Washington Military Department, Emergency Management Division Resources – This section provides a broad list of weblinks to the primary sections of WA EMD, from planning and preparedness through response and recovery.

1. Recovery Planning Guidance

Recovery Planning	Website
American Planning Association – Planning for Post Disaster Recovery: Next Generation	https://www.planning.org/research/postdisaster/
Disaster Resilience – A National Imperative	https://www.nap.edu/catalog/13457/disaster-resilience-a-national-imperative
FEMA Planning Guides	https://www.fema.gov/emergency-managers/national-preparedness/plan
FEMA National Disaster Recovery Framework	https://www.fema.gov/media-library/assets/documents/117794



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Appendix L: Recovery Resources Planning Guide

Recovery Planning	Website
FEMA Recovery Federal Interagency Operational Plan	https://www.fema.gov/sites/default/files/documents/fema_recovery-fiop.pdf
FEMA Pre-Disaster Recovery Planning Guide for State Governments	https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-state-governments.pdf
FEMA Pre-Disaster Recovery Planning Guide for Tribal Governments	https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf
FEMA Pre-Disaster Recovery Planning Guide for Local Governments	https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf
FEMA Community Recovery Management Toolkit	https://www.fema.gov/emergency-managers/national-preparedness/frameworks/community-recovery-management-toolkit
FEMA State Disaster Recovery Planning Guide	https://www.cof.org/sites/default/files/documents/files/State-Disaster-Recovery-Planning-Guide_2012.pdf
FEMA Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents	https://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf
FEMA Disaster Financial Management Guide	https://www.fema.gov/media-collection/disaster-financial-management-guide
FEMA Individual Assistance Program and Policy Guide	https://www.fema.gov/assistance/individual/program-policy-guide
FEMA Public Assistance Program and Policy Guide	https://www.fema.gov/assistance/public/policy-guidance-fact-sheets
FEMA Long-Term Community Recovery Planning Process: A Self-Help Guide	https://ntrl.ntis.gov/NTRL/dashboard/searchResults/titleDetail/PB2008107301.xhtml



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Recovery Planning	Website
HUD Disaster Impact and Unmet Needs Assessment Kit	https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/
LMI Disaster Recovery Staffing Guide	https://www.lmi.org/report/disaster-recovery-staffing-guide
Multi-Agency Resource Center Planning Resource	https://preparecenter.org/wp-content/sites/default/files/multiagencyresourcecenterplanningresourcejobtool.pdf
SBA Disaster Loan Program for Individuals and Business	https://disasterloan.sba.gov/ela/Information/DisasterLoanFactSheets
VOAD Long Term Recovery Guide	https://www.nvoad.org/mdocs-posts/long-term-recovery-guide/

2. WA Recovery Plans/Frameworks Examples

WA Recovery Plans/Frameworks	Website
Snohomish County Disaster Recovery Framework (2016)	https://snohomishcountywa.gov/DocumentCenter/View/38783
Pierce County Disaster Recovery Framework (2014)	http://www.co.pierce.wa.us/DocumentCenter/View/35772
Kitsap County Comprehensive Recovery Plan (2003)	http://www.kitsapdem.org/pdfs/kc_plans/RecoveryPlan2004.pdf
Seattle Disaster Recovery Framework (2015)	https://www.seattle.gov/emergency-management/plans#disasterrecoveryframework
City of Renton Disaster Recovery Framework (2016 – (p.148))	https://www.rentonwa.gov/UserFiles/Servers/Server_7922657/File/City%20Hall/Executive/Emergency%20Management/Plans/2017%20Renton%20Comprehensive%20Emergency%20Management%20Plan.pdf
Regional Disaster Preparedness Organization (RDPO) Regional Recovery Framework	https://rdpo.net/regional-recovery-framework



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Appendix L: Recovery Resources Planning Guide

3. Other Recovery Plans/Frameworks Examples

Other Recovery Plans/Frameworks	Website
Arizona State Emergency Response and Recovery Plan (2019)	https://dema.az.gov/sites/default/files/publications/EM-PLN_SERRP_Jan_2018.pdf
State of Oregon Recovery Plan (2018)	https://bit.ly/3bXvQd7
North Carolina Disaster Recovery Framework (2018)	https://files.nc.gov/ncdps/documents/files/2018%20NC%20Disaster%20Recovery%20Framework_Final.pdf
South Carolina Recovery Plan (2020)	https://www.scmd.org/em-professionals/plans/south-carolina-recovery-plan/
California Disaster Recovery Framework (2019)	https://bit.ly/2Nq7RJV
Additional Regional Disaster Coordination Plan Resources	https://www.mil.wa.gov/emergency-management-division/regional-catastrophic-preparedness-grant-program-rcpgp

4. Recovery Plan Templates

Other Recovery Plans/Frameworks	Website
Disaster Recovery Framework & Recovery Support Function Guide Templates– Bay Area UASI, 2015	http://www.bayareauasi.org/DRF
Disaster Recovery Framework & Recovery Support Function Guide Templates – Houston UASI, 2019	https://houstonuasi.com/recovery-resources/
South Carolina County Pre-Disaster Recovery Planning Guide	https://www.scmd.org/media/1560/local-predisaster-recovery-planning-guide_feb2020.pdf



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Appendix L: Recovery Resources Planning Guide

5. Washington Military Department, Emergency Management Division Resources

Resource Name/Topic	Website
Preparedness - Individuals	https://mil.wa.gov/preparedness
Preparedness – Businesses	https://mil.wa.gov/businesses
Training & Exercise	https://mil.wa.gov/training-and-exercise
Planning	https://mil.wa.gov/planning-resources
Mitigation	https://mil.wa.gov/hazard-mitigation-grants
Grants	https://mil.wa.gov/grants
Recovery – Individual Assistance	https://mil.wa.gov/for-individuals-households-businesses
Recovery – Public Assistance	https://mil.wa.gov/public-assistance
Enhanced 911 Program	https://mil.wa.gov/e911

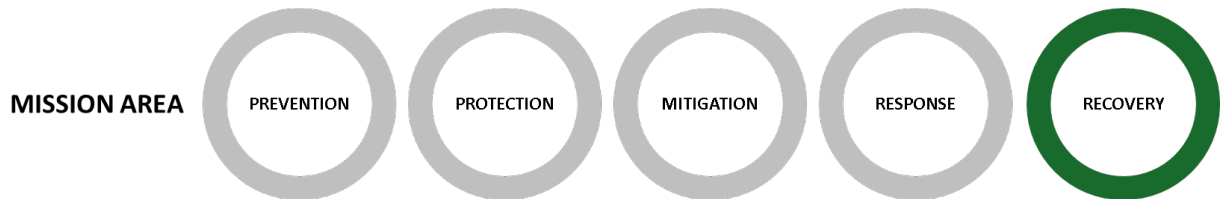


Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets

Appendix M: Recovery Core Capability Development Worksheets

The purpose of the Washington State Core Capability Development Sheets is to help communities bridge the identified gaps in their THIRA/SPR with planning, training and exercise. Once communities have identified their capability gaps, they identify their intended approaches for addressing the capability gaps or sustainment needs. This is achieved through community planning, organization, equipment, training and exercises (POETE). These Core Capability Development Sheets address planning, training and exercises specific to the Recovery Mission Area. Core Capability Development Sheets for the other Mission Areas can be found at: <https://mil.wa.gov/planning-resources>.



Mission Area Definition:

Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing and a sustainable economy, as well as the health, social, cultural, historic and environmental fabric of communities affected by a catastrophic incident.

RECOVERY CORE CAPABILITIES

- | | |
|-----------------------------------|-----------------------------------|
| 1. Planning | 5. Economic Recovery |
| 2. Public Information and Warning | 6. Health and Social Services |
| 3. Operational Coordination | 7. Housing |
| 4. Infrastructure Systems | 8. Natural and Cultural Resources |



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets



Planning

Core Capability Description

Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational and/or tactical-level approaches to meet defined objectives.

Critical Task(s)

- 1. Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.*
- 2. Complete an initial recovery plan that provides an overall strategy and timeline, addresses all core capabilities and integrates socioeconomic, demographic, accessibility, technology and risk assessment considerations (including projected climate change impacts), which will be implemented in accordance with the timeline contained in the plan.*

Core Capability Standardized Target(s)

Within every **(#) (time)**, update all emergency operations plans that define the roles and responsibilities of **(#)** partner organizations involved in incident management across **(#)** jurisdictions affected and the sequence and scope of tasks needed to prevent, protect, mitigate, respond to and recover from events.



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Strategic direction and objectives.
- Communication, priority setting and information sharing.
- Training and exercises.
- Desired end state.
- Post-disaster community-based recovery planning.
- Public, private and non-governmental integration.
- Coordination with mitigation plans.
- Description of sustainability and resilience principles.
- Demobilization.
- Inform recovery stakeholders of type, scope and nature of RSF recovery support.
- Community-based recovery planning process.
- Setting of recovery goals and priorities and allocation of resources.
- Facilitation of peer-to-peer planner support.
- Leverage partner capabilities.
- Implementation management including defining lead partnership roles.
- Status and expected completion tracking.
- Coordinated transition among all partners.

Potential Partners:

- Emergency Management
- Decision Makers/Policy Makers
- Horizontal and Vertical Jurisdictions
- Non-Governmental Organizations
- Community/City/County Planners
- Business Owners/Managers
- Critical Infrastructure Owner-Operators
- Private Sector Partners
- Community Trusts, Boards and Services



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets

Training

NAME	COURSE #	OFFERED BY
Building Partnerships with Tribal Governments	IS650	FEMA
Debris Management Planning for State, Tribal, Territorial and Local Officials	E0202	FEMA
Disaster Recovery Awareness	DMP370	TEEX
Disaster Recovery for Senior Officials	DMP580	TEEX
Disaster Recovery in Rural Communities	MGT-415	FEMA
Introduction to Disaster Recovery Public Assistance Programs	DMP480	TEEX
Introduction to Public-Private Partnerships	IS660	FEMA
National Disaster Recovery Framework (NDRF) Overview	IS2900	FEMA
Preparing for Post-Disaster: The Local Community Role	G0194.4	FEMA
Public Works and Disaster Recovery	IS558	FEMA
Recovery from Disaster: The Local Community Role	E0210/G0205	FEMA
State Recovery Planning and Coordination	E0209	FEMA



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets



Public Information and Warning

Core Capability Description

Deliver coordinated, prompt, reliable and actionable information to the whole community through the use of clear, consistent, accessible and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.

Critical Task(s)

- 1. Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency; protect the health and safety of the affected population || help manage expectations; and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.*
- 2. Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, steady state resources for long-term impacts and monitoring programs in an effective and accessible manner.*

Core Capability Standardized Target(s)

Within **(#) (time)** notice of an incident, deliver reliable and actionable information to **(#)** people affected, including **(#)** people with access and functional needs (affected) and **(#)** people with limited English proficiency affected.



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Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Recovery communication strategy including AFN sharing capacity and ensuring stakeholders understand their responsibilities.
- Two-way communication process to allow the community the opportunity to provide feedback and input in the recovery planning process.
- Use of ASL, captioning and computer assisted real time translation.
- Use of split-screen translation during public announcements.
- Provide an opportunity for the community to communicate with community leaders.
- Development of tangible recovery goals.
- Provide frequent progress reports.

Potential Partners:

- Public Information Officers
- News Media
- Decision Makers/Policy Makers
- Emergency Management
- Incident Command Personnel
- 911 operators, Call Takers and Dispatchers
- Critical Infrastructure Owner-Operators
- Private Sector Partners



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets

Training

NAME	COURSE #	OFFERED BY
Covering Recovery - Finding News in the Aftermath of Disaster (2016)	Webinar	National Center for Disaster Preparedness - Earth Institute
NIMS ICS All-Hazards Public Information Officer Course	E0952	FEMA
Preparing for Post-Disaster Responsibilities	G0194.4	FEMA
Public Information Basics	E/L0105	FEMA
Public Information in an All-Hazards incident	MGT-318	TEEX
Public Information Officer Awareness	IS29	FEMA
Social Media for Natural Disaster Response and Recovery	PER304	NDPTC
Warning Coordination	G272	FEMA
Working with the Media: A Course for Rural First Responders	AWR-209	FEMA



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Appendix M: Recovery Core Capability Development Worksheets



Operational Coordination

Core Capability Description

Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.

Critical Task(s)

- 1. Establish tiered, integrated leadership and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.*
- 2. Define the path and timeline for recovery leadership to achieve the jurisdiction's objectives that effectively coordinates and uses appropriate local, state, tribal, territorial, insular area and Federal assistance, as well as nongovernmental and private sector resources. This plan is to be implemented within the established timeline.*

Core Capability Standardized Target(s)

Within **(#) (time)** of a potential or actual incident, establish and maintain a unified and coordinated operational structure and process across **(#)** jurisdictions affected and with **(#)** partner organizations involved in incident management. Maintain for **(#) (time)**.



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Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Community recovery coalition or other leadership and coordination mechanisms.
- Recovery priorities including universal goals such as resilience and health communities.
- Stakeholder engagement.
- Current or future recovery initiatives.
- Recovery process improvement.
- Pre-event disaster recovery readiness.
- Establish a recovery focused organizational structure.
- Providing timely assistance.
- Monitor for duplication of assistance.
- Consolidate environmental reviews.
- Coordinate disaster impact assessments.
- Develop recovery funding mechanisms and sources.
- Integrate resilience and sustainability into recovery efforts such as hardening critical infrastructure.
- Diversify the economy and incorporate mitigation measures for homes and businesses.

Potential Partners:

- Emergency Responders (Including Fire, Medical and Law Enforcement)
- Decision Makers/Policy Makers
- Incident Command Personnel
- Horizontal and Vertical Jurisdictions
- Business Owners/Managers
- Community/City/County Planners
- Community Trusts, Boards and Services
- Building Officials, Architects and Engineers
- Governance Boards
- Regional Consortiums
- Small Business Association



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Appendix M: Recovery Core Capability Development Worksheets

Training

NAME	COURSE #	OFFERED BY
Building Partnerships with Tribal Governments	IS650	FEMA
Disaster Recovery Awareness	DMP370	TEEX
Disaster Recovery in Rural Communities	MGT-415	FEMA
Disaster Recovery for Senior Officials	DMP580	TEEX
Improving Preparedness and Resilience through Public-Private Partnerships	IS662	FEMA
Introduction to Disaster Recovery Public Assistance Programs	DMP480	TEEX
Introduction to Public-Private Partnerships	IS660	FEMA
Recovery from Disaster: The Local Community Role	E0210/G0205	FEMA
State Public Assistance Operations	E0376	FEMA
State Recovery Planning and Coordination	E209	FEMA



Washington Restoration Framework

Appendix M: Recovery Core Capability Development Worksheets



Infrastructure Systems

Core Capability Description

Stabilize critical infrastructure functions, minimize health and safety threats and efficiently restore and revitalize systems and services to support a viable, resilient community.

Critical Task(s)

1. Restore and sustain essential services (public and private) to maintain community functionality.
2. Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility and sustainability.
3. Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.

Core Capability Standardized Target(s)

Water Treatment and Provision

Within **(#) (time)** of an incident, restore service to **(#)** customers (*without water service*).

Sanitation

Within **(#) (time)** of an incident, restore service to **(#)** customers (*without wastewater service*).

Communication Systems

Within **(#) (time)** of an incident, restore service to **(#)** customers (*without communication service*).

Power Restoration

Within **(#) (time)** of an incident, restore service to **(#)** customers (*without power service*).



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Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Community current and projected demand and capacity of all infrastructure systems.
- Coordination of infrastructure recovery goals.
- Long-term infrastructure projects.
- Provide assistance to affected critical infrastructure business owners.
- Develop courses of action for temporary and permanent repairs.
- Incorporate mitigation opportunities such as leverage innovative and green technologies.
- Create an avenue to incorporate local needs and expectations into recovery planning.
- Facilitate improvement measures to infrastructure systems including installing generators enhancing storage of oil.
- Develop long-term solutions to address future water and wastewater disruptions and updating communication systems.
- Develop a specified timeline for enhancing community infrastructures which promote resilience and sustainability.

Potential Partners:

- Emergency Management
- Importers, Suppliers and Service Providers
- Manufacturing Personnel
- Business Owners/Managers
- Critical Infrastructure Owner-Operators
- Private Sector Partners Waste Management



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Appendix M: Recovery Core Capability Development Worksheets

Training

NAME	COURSE #	OFFERED BY
Damage Assessment for Public Works	IS0556	FEMA
Disaster Management for Electric Power Systems	MGT-345	FEMA
Disaster Management for Public Services	MGT-317	FEMA
Disaster Management for Water and Wastewater Utilities	MGT-343	National Domestic Preparedness Consortium
Disaster Recovery: A Guide to SBA's Disaster Assistance Programs	Online	US Small Business Administration
Disaster Recovery Awareness	DMP370	TEEX
Disaster Recovery for Information Systems	AWR-176	TEEX
Disaster Recovery for Senior Officials	DMP580	TEEX
FEMA Risk Assessment Database	IS0395	FEMA
Introduction to Disaster Recovery Public Assistance Programs	DMP480	TEEX
Public Works and Disaster Recovery	IS0558	FEMA
Safety Assessment Program (SAP) Training	SAP	American Institute of Architects: Disaster Assistance Program
State Recovery Planning and Coordination	E0209	FEMA
State Recovery Planning and Coordination	E0209	FEMA
Strategic Overview of Disaster Management for Water and Wastewater Utilities	MGT-342	National Domestic Preparedness Consortium
Sustainable Management for Rural and Small Systems in Washington State @ Online	Online	Rural Community Assistance Partnership



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Appendix M: Recovery Core Capability Development Worksheets



Economic Recovery

Core Capability Description

Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.

Critical Task(s)

- 1. Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.*
- 2. Return affected area's economy within the specified timeframe in the recovery plan.*
- 3. Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of citizens.*

Core Capability Standardized Target(s)

Within **(#) (time)** of an incident, reopen **(#)** businesses closed due to the incident.



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Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Local business and community concerns.
- Economic impact data tools.
- Public-private sector partnerships.
- Recovery priorities based on whole community input.
- Role of private sector in economic recovery.
- Pre-disaster recovery planning and programs.
- Use of customizable online planning tools.
- Share, aggregate and integrate economic impact data to assess economic issues.
- Proactively remove inhibitors to incorporate economic recovery, while maintaining the rights of all individuals.

Potential Partners:

- Critical infrastructure Owner-Operators
- Business Owners-Managers
- Horizontal and Vertical Jurisdictions
- Non-Governmental Organizations
- Decision Makers/Policy Makers
- Emergency Management
- Private Sector Partners
- Community/City/County Planners
- Community Trusts, Boards and Services
- Governance Boards
- Regional Consortiums
- Building Officials, Architects and Engineers
- Small Business Association



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Appendix M: Recovery Core Capability Development Worksheets

Training

NAME	COURSE #	OFFERED BY
2015 Disaster Preparedness and Recovery Webinar Series	Webinar Recording	International Economic Development Council
Basic Economic Development Course	EDP100	TEEX
Community Planning for Disaster Recovery	AWR 356	NDPTC
Community Planning for Economic Recovery	MGT-462	FEMA
Disaster Recovery: A Guide to SBA's Disaster Assistance Programs	Online	US Small Business Administration
Disaster Recovery Awareness		
Disaster Recovery for Senior Officials	DMP580	TEEX
Disaster Resilience for Small Businesses and Organizations	AWR377	NDPTC
Local Damage Assessment	G0556	FEMA
Preparedness Actions to Promote Economic Resilience and Recovery	PER-376-W	FEMA
Principles of Community Economic Recovery	AWR-357-W	FEMA
Safety Assessment Program (SAP) Training	SAP	American Institute of Architects: Disaster Assistance Program
State Individual Assistance Operations	E0357	FEMA
State Recovery Planning and Coordination	E0209	FEMA



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Appendix M: Recovery Core Capability Development Worksheets



Health and Social Services

Core Capability Description

Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.

Critical Task(s)

- 1. Identify affected populations, groups and key partners in short-term, intermediate and long-term recovery.*
- 2. Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.*
- 3. Restore health care (including behavioral health), public health and social services functions.*
- 4. Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.*

Core Capability Standardized Target(s)

Within **(#) (time)** of an incident, restore functions at **(#)** affected healthcare facilities and social service organizations.



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Appendix M: Recovery Core Capability Development Worksheets

Planning & Exercise

Functional Areas:

- Pre-disaster community health and social services deficits.
- Pre-identified health system priorities (hospitals, dialysis centers, etc.).
- Pre-identified social services (childcare, head start providers, etc.).
- Community health strategies and programs.
- Long-term health issues and protection measures for responders.
- Perform a community rapid health assessment and reassessment throughout recovery operations.
- Perform an assessment of social service needs.
- Assess incident-related disaster impacts.
- Prioritize community health and social services needs based on whole community input.
- Develop health and wellbeing strategy for those affected.
- Develop and implement strategies to protect health and safety of public and recovery workers.

Potential Partners:

- State and Local Epidemiologists
- Emergency Management
- Public Health
- Mental Health Practitioner
- Healthcare
- Health Surveillance Networks



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Training

NAME	COURSE #	OFFERED BY
A Culturally Competent Preparedness Model for Reaching Limited English Proficient Communities	Webinar	Northwest Center for Public Health Practice
Community Assessment for Public Health Emergency Response (CASPER)	HEP_CASPER	CDC Train
Community Resilience: Building Resilience from the Inside Out	AWR-228	FEMA
Coordinating Health and Social Services Recovery	IS2905	FEMA
Disaster Mental Health Fundamentals	Online	American Red Cross Disaster Training
Disaster Preparedness for Hospitals and Healthcare Organizations Within the Community Infrastructure	MGT-341	FEMA
Disaster Recovery Awareness	DMP370	TEEX
Healthcare Coalition Response Leadership Course	MGT454	Center for Domestic Preparedness
Public Health System Training in Disaster Recovery (PH STRiDR)	Online	National Center for Disaster Medicine & Public Health
Recovery from Disaster: The Local Community Role	E0210	FEMA
Reuniting Children in Disasters	Online	National Center for Disaster Medicine & Public Health
Understanding Compassion Fatigue	Online	National Center for Disaster Medicine & Public Health



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Appendix M: Recovery Core Capability Development Worksheets



Housing

Core Capability Description

Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

Critical Task(s)

- 1. Assess preliminary housing impacts and needs, identify currently available options for temporary housing and plan for permanent housing.*
- 2. Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing and define a timeline for achieving a resilient, accessible and sustainable housing market.*
- 3. Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified timeframe in the recovery plan.*

Core Capability Standardized Target(s)

Within **(#) (time)** of an incident, **(#)** people requiring long-term housing, including **(#)** people with access and functional needs (requiring accessible long-term housing), find and secure long-term housing.



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Planning & Exercise

Functional Areas:

- Disaster housing process (shelter, temporary, permanent).
- Local government housing goals and expectation management of individuals.
- Insurance and the responsibilities of individuals.
- Cost recovery process/reimbursement for the general public, local responders, officials, departments and agencies.
- Pending federal disaster declaration describe Public Assistance Programs and Individual Assistance Programs.
- Other needs assistance programs and small business administration programs.
- Assess preliminary housing impacts, available temporary housing options and support development of the permanent housing plan.
- Assess and address affordable, accessible and workforce housing needs.
- Define an achievable timeline for a resilient and stainable housing market.

Potential Partners:

- Emergency Management
- Horizontal and Vertical Jurisdictions
- Decision Makers/Policy Makers
- Community/City/County Planners
- Building Officials, Architects and Engineers



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Training

NAME	COURSE #	OFFERED BY
Addressing Gaps in Housing Disaster Recovery: A Training Program for the Whole Community	MGT-464	FEMA
Community Planning for Disaster Recovery	AWR 356	NDPTC
Community Planning for Economic Recovery	MGT-462	FEMA
Episode 48: Preparing for Better Outcomes with FEMA and Fannie Mae	Episode 48 - FEMA Podcast	FEMA
Healthcare Leadership for Mass Casualty Incidents	MGT-901	FEMA
Introduction to Individual Assistance	IS403	FEMA
Manufactured Homes and National Flood Insurance Program	G0282.2	FEMA
Overview of: Engineering Principles and Practices for Retrofitting Flood-Prone Residential Structures, FEMA Publication	IS280	FEMA
Preparedness Actions to Promote Economic Resilience and Recovery	PER-376-W	National Center for Disaster Preparedness - Earth Institute
Principles of Community Economic Recovery	AWR357	National Center for Disaster Preparedness - Earth Institute
Recovery from Disaster: The Local Community Role	E0210	FEMA
Safety Assessment Program (SAP) Training	SAP	American Institute of Architects: Disaster Assistance Program
Using ArcGIS to Address Homelessness	Webinar	HUD Exchange



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Appendix M: Recovery Core Capability Development Worksheets



Natural and Cultural Resources

Core Capability Description

Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.

Critical Task(s)

- 1. Implement measures to protect and stabilize records and culturally significant documents, objects and structures.*
- 2. Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.*
- 3. Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.*
- 4. Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.*

Core Capability Standardized Target(s)

Within **(#) (time)** of an incident, restore **(#)** damaged natural and cultural resources and historic properties registered in the jurisdiction.



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Planning & Exercise

Functional Areas:

- Post disaster community priorities specifically how natural and cultural resource restoration align with these priorities.
- Current long-term natural and cultural resource programs such as coastal barriers, flood plain and wetland development.
- Conduct a preliminary assessment of the impacts.
- Identify protections which need to be in place through recovery.
- Utilize current community programs to leverage opportunities for natural and cultural resource protection.
- Include hazard mitigation strategies.
- Develop a natural and cultural resource action plan.
- Identify natural and cultural resource interdependencies.
- Identify impediments to following natural and cultural preservation policy during recovery operations.
- Identify, protect and stabilize records, culturally significant documents, objects and structures.

Potential Partners:

- Emergency Management
- Horizontal and Vertical Jurisdictions
- Decision Makers/Policy Makers
- Community Trusts, Boards and Services
- Community/City/County Planners



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Training

NAME	COURSE #	OFFERED BY
All Hazards Planning for Animal, Agriculture and Food Related Disasters	MGT448	Rural Domestic Preparedness Consortium
ArcGIS for Emergency Managers	E0190	FEMA
Environmental Health Training in Emergency Response: Heritage Emergency and Response Training (HEART)	AWR 922	Center for Domestic Preparedness
First Aid to Cultural Heritage in Times of Crisis	Online	Smithsonian Cultural Rescue Initiative
Future Weather Impacts on Cultural Resources	Webinar	Smithsonian Cultural Rescue Initiative
GIS and GPS in Heritage Emergency Response	Webinar	Smithsonian Cultural Rescue Initiative
GIS for Cultural Resources: An Introduction	Seminar	National Park Service
Introduction to Sustainability	Online	Coursera
Navigating Public Assistance: Advice for Cultural Stewards and Emergency Managers	Webinar	Smithsonian Cultural Rescue Initiative
Recovery from Disaster: The Local Community Role	E0210	FEMA
State Recovery Planning and Coordination	E0209	FEMA
Strategies for Sustainable Historic Preservation	Online	National Institute of Building Sciences
Sustainable Business Enterprises	Online	Coursera
What Now? Protecting Historic Properties During Disaster Response	Online	Advisory Council on Historic Preservation



Washington Restoration Framework

Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

The purpose of this appendix is to provide a handful of local case studies from across the state. While each incident is unique in type, magnitude, scale and the geographical location in which it occurred, many of the recovery lessons learned can be applied to anywhere in the state. The recovery case studies are formatted to provide a brief overview of the incident and to highlight any significant recovery actions a jurisdiction undertook to address their recovery from the incident. The recovery lessons learned were gathered from in person and virtual meetings with key persons involved directly in the recovery operations of the incident, as well as publicly available information from local recovery group websites.



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Snohomish County SR 530 Oso Landslide 2014:

**Information in this section provided by Jason Biermann, Director Snohomish County Department of Emergency Management and the United States Geological Survey (USGS) "Revisiting the Oso Landslide" (2017) - <https://www.usgs.gov/news/revisiting-oso-landslide>.*



Figure 15: SR 530 OSO Landslide

Photo Credit: Mark Reid, USGS (Public domain)

Incident:

On March 22, 2014, a massive landslide occurred along State Route 530 (SR 530) near the town of Oso. The rapid movement of approximately 18 million tons of debris destroyed 36 homes, covered nearly a mile of SR 530 and temporarily blocked the Stillaguamish River (which caused the flooding of nine additional structures). Tragically, 43 lives were lost in this disaster, making it the single deadliest landslide in U.S. history. Hundreds of agencies and organizations representing local, state, federal and tribal government as well as the private sector responded to this incident. Long-term recovery efforts began within seven days of the incident and are still ongoing years later.



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

The SR 530 Landslide highlighted the landslide hazard mapping and awareness gap across the country. As a result, the U.S. Congress passed the National Landslide Preparedness Act in 2021 which established a national landslide hazard reduction program under the USGS.

Recovery Actions and Lessons Learned:

- Have a recovery framework (i.e., plan) in place before disaster strikes and begin the transition to recovery early.
 - The transition to recovery began one week after the incident occurred. The transition began in the Snohomish County Emergency Operations Center (EOC), but in accordance with our plan, was led from the Snohomish County Executive's Office when the EOC demobilized.
 - Snohomish County did extensive preparations for a large-scale recovery. These included hiring a staff member dedicated to recovery planning in 2009, participating in an Integrated Emergency Management Course (IEMC) in 2010 and co-leading the disaster recovery focus for the Evergreen Quake 2012 exercise.

We found success organizing with the Recovery Support Functions because they focused our recovery operations around key community issues (e.g., housing, economic recovery, infrastructure, etc.).

~Jason Biermann, Director Snohomish County Department of Emergency Management

- The recovery to a localized disaster can be very expansive, especially when it comes to addressing human services for survivors. More than 200 agencies responded to the incident from all levels of government, NGOs and the private sector.
 - Snohomish County Human Services Department implemented a "Navigator Program" to help survivors access the assistance they needed.
 - Many nonprofits and NGOs worked independently of the local and state governments, making coordination difficult at times.
 - Even with a recovery plan, it takes a tremendous amount of work at the local level to organize, coordinate and incorporate the many players involved in the recovery process.



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

- Recovery, like response, goes beyond existing authorities and RCWs. State and local agencies should not anticipate that they will “go back to normal” when response ends. The flexibility created by disaster proclamations must continue through the recovery.
- Communication must occur on multiple levels. You need a communications plan for the public that clearly communicates the priorities (and limitations) of your recovery efforts. You also need a communication plan which includes local elected officials. Finally, remember that these plans must be in common language. Few people outside of emergency management speak FEMA.
- Multi-jurisdictional disasters require a lot of work to ensure equitable and efficient recovery.
 - Impacted mayors noted recovery efforts were occurring at the local level without their knowledge, approval, or insights. Recovery starts and ends at the local level and thus should always include input from local leadership.
 - Plans must be in place for coordination and cooperation for cross-jurisdictional long-term recovery efforts.
 - Finding middle ground with resources, recovery efforts and information is crucial
- Manage expectations early and often.
 - FEMA will **not** make survivors whole. As the recovery unfolds, expect to have to explain this repeatedly.
 - Funding discussions and community recovery meetings need to be held separately.
- Long-term means long-term.
 - Consider the mental and behavioral health impacts of survivors and responders.
 - Assume that there will be annual ceremonies that require careful planning and have an idea of what role your agency will/should play in those.
 - Do not overlook, or underestimate, the importance of memorializing the tragedy (e.g., planning for a monument, memorial park, etc.).
 - Consider the impacts to your team. As people transition out, new people who do not have the shared experience will fill the team. Integrate them carefully.



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Okanogan County 2014 Carlton Complex and 2015 Wildfires:

**Information in this section provided by Carlene Anders (Mayor of Pateros) and the Okanogan County Long-Term Recovery Group.*



*Figure 16: The Okanogan Complex Fire
Photo Credit: U.S. Forest Service (Public domain).*

Incident:

On July 14, 2014, a severe thunderstorm moved through the Methow Valley starting the 256,108-acre Carlton Complex Fire. What began as four fires, the Stokes Fire, the Gold Hikes Fire, the French Creek Fire and the Cougar Flat fire, soon joined into one larger fire on July 17th. The Carlton Complex Fire became the largest fire to burn in the state in over a hundred years. Hot weather and windy conditions pushed the fire over the ridge tops and into the town of Pateros, resulting in the destruction of hundreds of homes, critical infrastructure, crops and numerous herds of cattle.

Amidst recovery efforts from the previous summer's fires (2014), Okanogan County and its surrounding areas was struck by another set of devastating fires in 2015. Multiple fires burned across 5 counties in Central Washington (Okanogan, Chelan, Ferry, Stevens and Douglas counties) from August to September. The largest fires, the Okanogan Complex and Chelan



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

Complex, together burned nearly 400,000 acres of land, once again setting a record for the most acres burned. The worst of the wildfires occurred in August 2015 and during that time Washington State was approved for a Presidential Disaster Declaration (Public Assistance only). In addition to the innumerable losses suffered from the fires, the lives of three firefighters were tragically lost while fighting a fire near Twisp.

Numerous counties, towns and families were impacted by the fires of 2014 and 2015. Overall, the fires burned hundreds of thousands of acres of land and destroyed more than 500 homes. Many people were forced to evacuate the area, leaving behind homes and belongings that would eventually succumb to the fires. Recovery efforts began immediately with the development of the Okanogan County Long-Term Recovery Group. Today, many have yet to return to the place they once called home.

Okanogan County Long Term Recovery Group (OCLTRG):

<http://www.okanogancountyrecovery.com/>

Mission Statement: To collaborate and provide coordination and recovery services to those individuals, families, businesses and communities that were adversely impacted by the 2014/15 wildfires and mudslides across Okanogan County, while also planning efficiently for strategic investments and actions to insure Okanogan County and it's communities are better prepared for future disasters.

OCLTRG Philosophy of Holistic Recovery:

- A community MUST respond, rally and follow through
- How a community embraces recovery determines the outcome of their recovery
- Grass Roots - Community Driven: Communities know what they need- so listen, engage and communicate
- Inclusivity: It is imperative that representation come to the table for all of the community
- Leave the egos and the competition at the doorway: Focus efforts on making a difference for all involved
- Think outside the box and never give up. No is not an option
- Resources are the key: Don't be afraid to pursue and welcome them all



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

Community and Economic Impacts – Key Lessons:

- Post-disaster rebuild is imperative to individuals, communities and economic revitalization of an area. [Rebuilding provides confidence to the collective psyche of the community and highlights the path forward from the disaster.](#)
- [Recovery barriers and community](#) issues must be identified and strategic plans created to address them
- Individual and community recovery are intertwined
- Know how to maximize recovery from stakeholders to media
- Ask for help when help is needed and learn the “community” of disaster recovery before a disaster happens (e.g., state and county emergency management, FEMA, National VOAD, etc.)
- Partnerships are important. You can’t do it alone and no one else can do it for you. It is the epitome of teamwork and organization. Work with those you trust and embrace healthy partnerships.



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

Kitsap County 2018 Tornado and Severe Storm:

**Information in this section provided by Elizabeth Klute, Director, Kitsap County Department of Emergency Management.*



*Figure 17: Kitsap County 2018 Tornado
Photo credit: The National Weather Service*

Incident:

A severe and prolonged storm system moved into the Pacific Northwest on December 10, 2018, unleashing powerful winds, high surf, coastal and inland flooding, landslides, mudslides and heavy rainfall. Shortly before 2:00 PM on December 18, an EF2 tornado touched down south of the City of Port Orchard in Kitsap County leaving a path of destruction in its wake. The tornado traveled 1.4 miles, reaching max wind speeds of 130 MPH with a width of 250-300 yards, becoming the strongest tornado to hit the state of Washington in 32 years. It caused major



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damage to dozens of homes and businesses. Following the “all clear” from the storm, approximately 20 homes were evacuated due to natural gas leaks within the damaged area. The Red Cross established a shelter which operated for four days to support the impacted community.

Kitsap County declared an emergency the following day and began collecting damage assessment information from impacted residents and businesses. This was the first full activation of the Kitsap County EOC since 2007 which was based on an older set up that was slated to transition to a new structure following ICS and NIMS guidance beginning Jan 1, 2019.

Severe weather continued to impact Kitsap County in the days following the tornado, complicating the response and recovery operations. Kitsap County Public Works operated around the clock to clear debris from roadways, replace damaged or destroyed road signs and restore power. At least 35 roads were impacted by the storm in the North Kitsap area. The severe storm and tornado brought down numerous electrical transmission and distribution lines throughout the area. Many critical facilities were running on backup generator power including sewer treatment plants. There was a 911 outage in the county and the potential for a retention pond to fail, threatening more than a dozen homes. Additionally, a water main break impacted 36 homes.

A major disaster was declared on March 4, 2019 for several other impacted counties in the state. However, Kitsap County was unable to meet the damage threshold for the FEMA Public or Individual Assistance Programs. The county did qualify for and receive Small Business Administration (SBA) physical and economic disaster declarations which provided low-interest loans to approved applicants. A total of 14 applications were approved amounting to nearly \$705,000 in federal assistance from the SBA.

There was significant assistance provided by local nonprofits, religious organizations and Voluntary Organizations Active in Disaster (VOADs) including the American Red Cross, United Way of Kitsap County, Port Orchard Church of Christ, Presbyterian Disaster Assistance, United Methodist, Southern Baptists, Salvation Army, Christian Life Center, Kitsap Community Emergency Response Teams, St. Vincent de Paul, St. Gabriel Roman Catholic Church, Lutheran Disaster Service, Lions Clubs International, the Church of Jesus Christ of Latter-day Saints, Kitsap Humane Society – Safe Harbor, Team Rubicon and Tzu Chi USA. These organizations provided support to the impacted community through monetary and goods donations (food, clothing, tools, hardware, etc.), debris cleanup and removal, mental health services, client casework and volunteer and donations management. Kitsap County Department of Emergency Management (Kitsap DEM) opened a “one-stop-shop” Community Resource Center to assist individuals and families adversely impacted by the tornado and subsequent natural gas evacuation access resources to help with their recovery and address unmet needs.



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

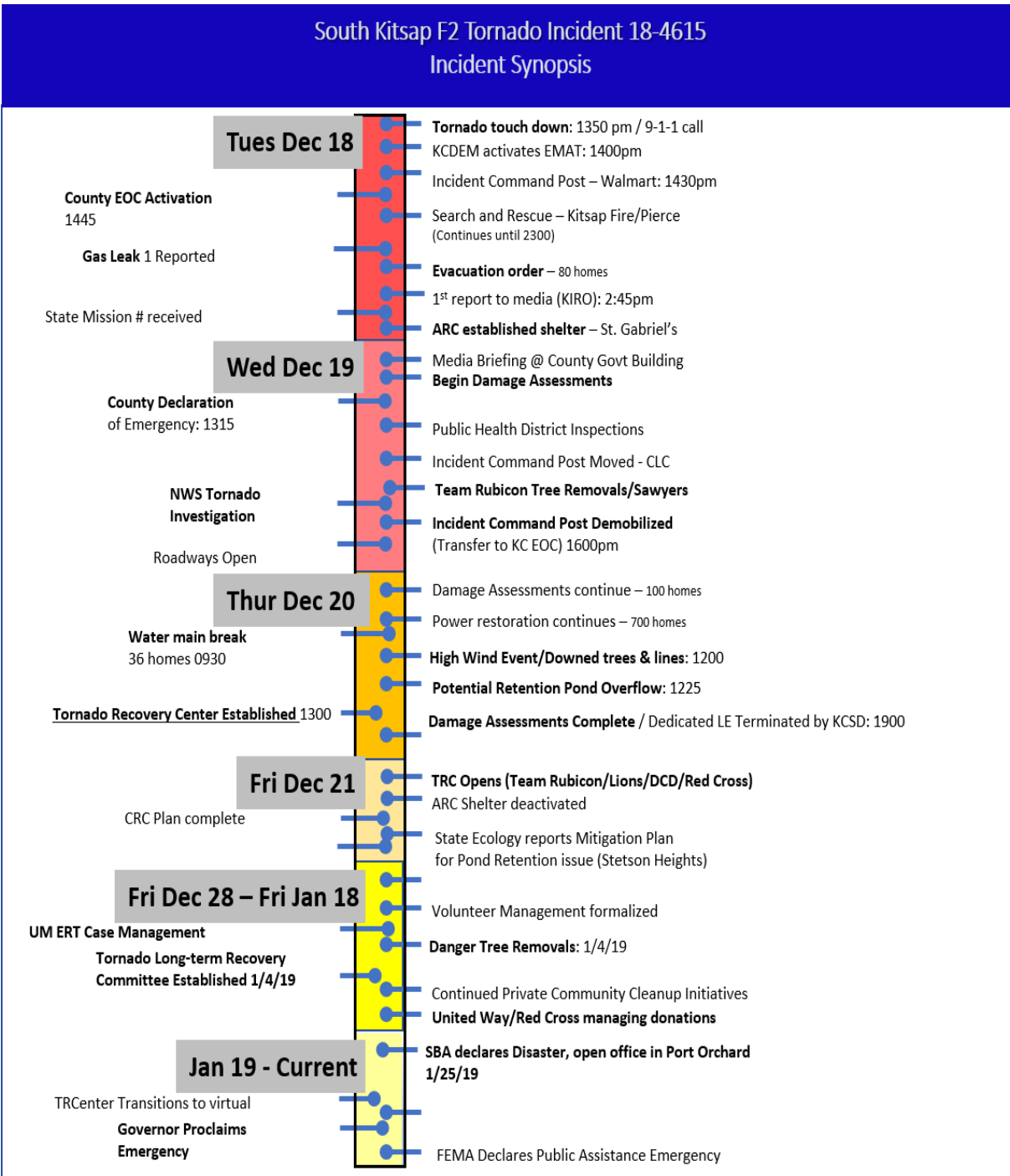


Figure 18: Port Orchard Tornado – Incident Timeline



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Appendix N: Washington State Local Case Studies & Recovery Lessons Learned

Recovery Actions and Lessons Learned:

Short-Term Recovery

- Issue: Immediately after the tornado and in the days following the incident, there were numerous spectators and unaffiliated volunteers.
 - *There is a need to contain and secure the scene in order for public works and other officials to conduct their work.* There should be a process established to only let those that need to be on scene into the area.
 - To address this issue, Kitsap Department of Emergency Management (DEM) has since implemented fluorescent red arm bands to identify all authorized personnel for field operations. This helps with the identification of who is filling what roles, facilitate access control and are useful for finance and cost-tracking purposes. Additionally,
 - Immediately after the incident, Kitsap DEM added metallic placards for vehicles to identify those affiliated with emergency management.
- Issue: There were media reports of widespread looting of the impacted community, although most of the reports were unfounded.
 - Clear and concise communication on the differences of looting versus theft is crucial as this has major implications to the public perception and response.
 - To address this issue, private volunteer security guards began driving the impacted neighborhoods at night to deter theft.
- Issue: Many private and independent contractors descended on the area to offer their services for tree services, debris removal, home repairs, etc. Some of the contractors charged extremely high prices for their services and some repairs were of poor quality.
 - Accurate information is key to protect disaster survivors from fraudulent activities.
 - To address this issue, Kitsap DEM encouraged homeowners to check for licensed business contractors so as not to held liable if the person(s) was injured on the job. Additionally, the Office of the Insurance Commissioner provided information on how to watch out for and to report suspected fraudulent activities.

Community Tornado Recovery Center

Community Tornado Recovery Center (CTRC) “one-stop” shop was established and led by Kitsap DEM two days after the tornado incident. The CTRC provided resources to help individuals and families directly affected by the tornado with their immediate recovery. The participation of nonprofits and other organizations in the CTRC evolved organically and through personal



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relationships. In some cases, the organizations were reaching out directly to the Kitsap DEM offering support and were then directed to the CTRC.

- Primary resources and services provided at the CTRC:
 - Information
 - Damage assessments and placard system
 - Permitting – Provided by Kitsap County Department of Community Development
 - Disaster case work – Provided by the Red Cross and The Salvation Army
 - SBA information
 - Volunteer registration – Initiated by Team Rubicon and then transferred and managed by United Methodist Emergency Response Team
 - Survivor hotline – Initiated by United Methodist Emergency Response Team and transferred to Kitsap County Long Term Tornado Recovery Committee for management
 - Specialized services for individuals with disabilities and others with access and functional needs – Provided by Kitsap Aging and Long-Term Care, Kitsap Community Housing, Olympic Workforce Development Council, St. Vincent de Paul and others
 - Stress management services – Provided by chaplains deployed to the area
 - PPE for debris removal – Provided by Lions Club
 - Debris removal – Provided by Team Rubicon

Kitsap DEM provided on-site management and logistical support. Kitsap DEM also issued a media release on the CTRC concerning its purpose, hours of operation, location and where to go for more information and updates. They coordinated public needs, resources and volunteer efforts in partnership with other organizations supporting the CTRC. Team Rubicon, Red Cross, Lion's Club, Kitsap County Department of Community Development (DCD) and other jurisdictions, agencies and nonprofits were present to provide information, resources and help answer questions. Kitsap

'Organized volunteer groups and other private nonprofits can be your best asset to help organize and utilize your registered spontaneous volunteers to the greatest effect.'

~Elizabeth Klute, Director Kitsap County Department of Emergency Management



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Donations

- Kitsap County DEM worked with local commissioners to set up a fund through United Way of Kitsap County provided as a pass through with no administrative fees, to help those who were underinsured. Radio, newspaper, web and social media were used as public outreach to request financial donations to the United Way, Red Cross or the Kitsap Tornado Recovery fund (managed and tracked by United Way).
 - Puget Sound Energy assessed and removed hazard trees. The recovery committee used funds to remove several remaining trees that were not an immediate threat to public safety, but were deemed susceptible to topple over in a subsequent major wind storm.
 - Unsolicited physical donations were overwhelming at first – sent to St. Vincent de Paul. Asked the commissioners to help spread the word that physical donations were not needed.
- For-profit organizations stepped in with immediate assistance:
 - Lowes Home Improvement provided blue tarps, a dumpster and employee volunteers.
 - Home Depot provided Team Rubicon with supplies and materials.
 - Starbucks provided coffee, pastry and sandwiches daily to support on-scene clean-up operations.
- Immediate Needs Grant (Support to Volunteers): The Lions Club submitted and was approved for this \$10,000 internal grant which provided funding for basic necessities, food, water, clothing, blankets, first-aid items, personal protective equipment, cleaning supplies, replacement of lost glasses and prescriptions and more. The Lions Club also provided a food trailer, supported roof tarping operations, fence rebuilds and support to unaffiliated volunteer groups.
 - Service clubs, like the Lions Club, have the ability to obtain money and get insured volunteers quickly. *Establish a relationship with your local service clubs before an incident.*

Volunteers

Team Rubicon supported the initial registration of spontaneous volunteers at the CTRC and helped identify what resources they had to offer (e.g., Sawyer skills, trucks, trailers, etc.). The volunteer list was ultimately given to the UM Team to manage the volunteer database and coordinate volunteers. Team Rubicon tarped home roofs and other open structures, performed Sawyer work to allow access to roads and other buildings, removed large tree debris and



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managed the initial spontaneous volunteers. A total of 69 total Team Rubicon personnel provided a total of 1,656 cumulative work hours, amounting to an estimated \$31,573 in community savings.

Kitsap County Long-Term Tornado Recovery Committee

The first meeting of the Kitsap County Long-Term Tornado Recovery Committee (TRC) convened on January 2, 2019 where over 20 organizations supporting the tornado recovery and a member of the community were in attendance. Washington EMD provided recovery planning technical support at the initial community meetings and helped address any questions concerning the possibility of state and federal assistance programs. The Kitsap County DEM attended the first two meetings and provided support to help establish the initial TRC structure, before handing it off to the community to run. Initial discussions covered unsolicited donations and guidance on disbursement, case management capabilities, staffing support, training of case managers and the recovery process, data consolidation of existing casework and fund disbursement, criteria determination and tracking.

An ad hoc working group for the larger tornado committee was created to address many of these initial planning steps. The TRC was chaired by United Way. After the TRC was formally established, Kitsap County DEM stepped back so as not to be involved in the process for the allocation of funding or other resources to individuals and families. TRC operated for a year before demobilizing and organized donations, recovery resources and disaster case management in coordination with Kitsap County DEM.

Disaster Case Management: The Salvation Army (TSA) Case Management - Donations were provided to United Way and used to fund TSA Disaster Case Managers (DCM). DCMs addressed a total of 46 cases representing individuals and/or families impacted by the disaster:

- 15 cases were classified as individuals/families with high needs
- 11 cases classified as having one or two specific needs
- 20 cases where case managers were not successful in reaching the individual/family or the individual/family thought insurance was covering their needs.
- Nearly 4 months after the disaster, there were still 16 open cases, 2 new cases established and 36 closed cases.

CTRRC transitioned from UM Team to The Salvation Army (TSA) after the TRC was established. The UM Team facilitated the Unmet Needs Table, which addressed funds, services and volunteer management, while TSA initiated disaster case management on February 1, 2019. The Unmet Needs Funding Committee took requests directly from the community. However, most were facilitated by the DCMs.



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Kitsap Community Foundation, United Way and TSA were the final remaining members of the TRC after one year of running.

Debris Removal

No debris management plan was in place prior to this incident. A debris management plan has since been developed by the county.

There was significant concern regarding hazardous trees that were impacted by the tornado and threatening public safety immediately following the incident. To quickly address this issue, Kitsap DEM worked with Puget Sound Energy and the property owners to remove the trees. Team Rubicon agreed to cut up the trees once they were felled.

A Lowe's Home Improvement store provided a large dumpster for the community and organized Lowe's employee cleanup crews in coordination with the Kitsap DEM and the Tornado Recovery Committee (TRC) to support debris management.

Disposal of the debris was a challenge during the cleanup. Kitsap County owns the recycling and garbage waste disposal facility but does not own the actual solid waste process. This is contracted out by the county to a private company. Following a 2007 flooding incident, the county was able to provide waivers to residents to cover the dump fees. Following this incident, they were unable to give fee waivers to residents to dispose of debris and also had to cover the cost to dispose of debris on the public right of way (since Public Assistance was not approved for the county).

To work around this barrier some individual homeowners that were severely impacted also owned land in a rural part of the county and allowed others to dump debris on their land. Additionally, the County also had contractors that were doing large projects and needed fill. These contractors agreed to let people take their debris there. A group of volunteers offered their big trailers to take debris from the properties out to these areas. Finally, some tree debris was taken to a wood processing facility within the county.

Public Information and Communication

Early on there was a public perception that no help was available. Some information was not getting to the public in a timely manner and people were spreading false information. Because of this it was important for Kitsap County DEM to provide emergency public information to the community for all potential hazards. They prioritized timely notifications regarding recovery/support resources. Going forward, for official notices and public information, they will establish a formal and efficient vetting process prior to dissemination in order to effectively and efficiently convey important information to the public.



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The County Commissioner and the Mayor of the City of Port Orchard hosted a Town Hall Meeting for families and individuals impacted by the tornado one week after the incident. The purpose of the meeting was to share information with the public on the recovery measures already taken, the current initiatives underway and an opportunity to hear from the community their concerns and questions. Kitsap DEM attended to provide information on the TRC. The meeting was held at the Christian Life Center in the evening and coffee and light refreshments were provided.

- Lessons Learned from Town Hall:
 - Hold the event earlier rather than later. This will help with understanding current perceptions.
 - Make sure volunteers are identifiable in the field. This helps from a public perception and public relations standpoint. Identification also alleviates concerns from the community about security and access issues.
 - The media is not the enemy – they got the word out that Kitsap DEM and many others were providing support in a number of ways even if it wasn't always visible to the public.
 - For official notices and public information, establish a formal and efficient vetting process prior to dissemination.

The Message Center was established to take calls from the public and worked with those that walked-in. They addressed the specific issues raised by the callers (e.g., natural gas leaks) as well as offers of support from the public and private sector such as mattresses, coffee, etc. In the future it will be important to make the Message Center more visible and those working easily distinguishable from the general public.

Planning

Planning for and during recovery is vital for success. The earlier the planning starts the better. Important planning activities identified during this incident were:

- Coordinate with and, when possible, enlist other agencies to assist with recovery operations (e.g., donations).
- Engage the community early on in the recovery process. Find partners to develop a community recovery coalition (e.g., COAD) that runs independently from the county.
- Initiate local jurisdictional recovery program immediately following EOC activation (e.g., stand up ESF-14: recovery).
- Streamline situation reports and snapshots within the local EOC.
- Internal coordination:



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- Documentation, Training and Exercising with EOC systems
 - Get agency/department staff trained for EOC and build capacity. Persons in EOC need to have decision-making capabilities.
 - Training and exercising ALL on new structures
- Identify the response and recovery roles of public works, emergency management and other agencies pre-disaster.
 - Understand how road closures and scene perimeter can impact the recovery process. Safely reopen roads as soon as possible to reduce burden on shelters and allow people to return to their homes.
 - For damage assessments, participating agencies need to identify clear lines of communications and where to send information early in the disaster.
 - Identify the response and recovery roles of public works, emergency management and other agencies pre-disaster.
 - Have all utilities providers delegate a representative on scene during the initial damage assessments.

The case of the unidentifiable, non-working streetlight...

There was a streetlight damaged by the tornado in a cul de sac with homes that were heavily damaged. The community was frustrated that the streetlight was not fixed right away as it provided safety and security to their neighborhood. Kitsap County DEM worked for three months trying to identify who owned the light in order get it repaired. The residents were “okay” with the fact that they had tarps over their roofs, plywood temporarily installed and were without power as they waited for insurance companies to get back to them and repairs to be made. However, they were not okay with looking out on a dark street at night. As an interim solution, the county offered to provide portable lights, but this would have resulted in a generator running all night. Puget Sound Energy sent a representative twice to inspect the light and determined they did not own it. Ultimately the light was determined to be owned and installed by a utility company nearby.

Lessons learned: What “Recovery” means for a community can be as simple as replacing a streetlight. However, sometimes you really must think outside the box to try to find out who the responsible party is. When it comes to water, power, sewer, there might be a private owner that has something in the area.



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- Plan for road closures and scene perimeter to impact the recovery process. Safely reopen roads as soon as possible to reduce burden on shelters and allow people to return to their homes.
- Improve the planning process for shutting down Incident Command and the transition to recovery.
- Plan for technology issues. Incorporate redundant systems within the recovery structure when possible.

Tornado Recovery Continues

Recovery efforts continue. As of 2021, some homes still have blue tarps over their roofs, although most have been rebuilt and/or repaired. The “forested” community feel is gone since the trees have been removed by the disaster. However, some landscaping and beautification is starting to take place along people’s properties and medians. The community still looks out for each other and holds community events and barbeques. They know each other better now than before the incident and there is an atmosphere of comradery.

Kitsap County COVID-19 Recovery – Proof of Concept

The Kitsap Pandemic Community Support Coalition was established the same day as the county issued an emergency proclamation for COVID-19. The United Way and the Kitsap Community Foundation, which played a major role in supporting the recovery from the tornado, reached out to Kitsap County DEM and asked to take the lead on COVID-19 community recovery initiative for the county. In partnership and with support from Kitsap County DEM, the Kitsap Pandemic Community Support Coalition has a broad representation of partners representing the whole region. They act as a resource to review re-opening and recovery plans, share resources and provide guidance, while addressing equity considerations in the recovery process. This is an example of resilience and the importance of partnering with community organizations and agencies. The relationships established pre-disaster (or from a previous disaster) can be leveraged to support the recovery process of future disasters, thereby enhancing the overall recovery for the community.



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Walla Walla County February 2020 Flooding:

**Information in this section provided by Liz Jessee, Director, Walla Walla County Emergency Management Department.*



*Figure 19: Walla Walla County 2020 Flooding
Photo provided by Walla Walla County Emergency Management Department.*

Incident:

From February 6-14, 2020 Southeastern Washington experienced record high temperatures reaching well into the upper 60s in some locations. The warmer daytime temperatures along with record-breaking rainfall rapidly melted snow in the Northern Blue Mountains. With some of the ground frozen and other locations water-saturated, the water had nowhere to go except as runoff in drainage ditches, streams and creeks which were quickly filled to record-breaking levels. This 2020 event exceeded previous flood events, including a historic flood in February 1996 that also had compounding impacts over several weeks. Precipitation during the incident amounted to the equivalent of two 100-year-rain events in two days.



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Highways, roads, bridges and railroads experienced significant erosion and damage. Walla Walla County had four bridges with damage, one of which required replacement. Additionally, dozens of private bridges throughout the county were destroyed. The City of Waitsburg and surrounding area were heavily impacted due to failure of a levee to the east of the community; starting on Thursday evening, February 6, with the levee fully breached by early Saturday morning, February 8. The eastern half of the city was flooded, with approximately 60 homes filled with water.

The Walla Walla Conservation District and [USDA] Farm Service Agency collected reports of damages totaling more than \$5 million. The flood caused significant crop damage with loss of wheat and Walla Walla Sweet Onions, hay loss, flooded grazing pastures, damaged irrigation pumps and systems, electrical damage and fences.

Recovery Actions and Lessons Learned:

- Walla Walla County Emergency Management used [WAserv](#) to request the Department of Ecology's [Washington Conservation Corps](#) during the initial recovery period to provide volunteer coordination for debris removal.
 - Walla Walla County Emergency Management was initially overwhelmed with offers of assistance from individuals and organizations who wanted to contribute to the recovery, either as volunteers or by financial contributions. Use of the Washington Conservation Corps for volunteer coordination during the event was a 'just in time' measure, but pre-planning would have been better.
- The [Blue Mountain Region Long-Term Recovery Group](#) (BMLTRG), a coalition of community organizations including nonprofit, faith-based, private sector, community actions, foundations and others, formed to assist with donations management, volunteer management, housing and other unmet needs and damage assessments. Walla Walla County Emergency Management attends board meetings for BMLTRG in an advisory capacity.
- The Red Cross established a Multi-Agency Resource Center (MARC) at the Walla Walla County Fairgrounds with representatives present from multiple organizations to aid impacted residents of the county immediately following the incident.
- As part of Walla Walla County's partnership with United Way of the Blue Mountains, Team Rubicon, Washington Conservation Corps and Walla Walla University's Humanitarian Engagement Center, a Home Cleanup Hotline was established for survivors of the flooding in Northern Oregon and South Washington State. Residents were able to call a dedicated phone number for help with home cleanup. Relief agencies



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were then provisioned to assist them in cutting fallen trees, removing drywall, insulation, flooring, furniture, appliances, tarp roofs, etc.

- A centralized call center was established. Staffed by volunteers, damage reports were collected in support of the application for a federal disaster declaration.
- Walla Walla County Emergency Management had pre-established a presence on social media and were able to communicate just-in-time information on Facebook and Twitter.
- Expectations management, especially around the role of local government, FEMA and the disaster declaration request, is important for a successful recovery. People expected emergency management (or other government agency) presence engaging in cleanup efforts. The general public did not understand the 'behind the scenes' work that emergency management staff were doing, or that government employees were not able to come to their aid, particularly public works coming with heavy equipment to remedy issues on private roads and bridges.

'Preplanning for large-scale disaster is crucial. We now have a long-term recovery group in place and in addition to long-term recovery for this event, [the BMRLTRG is] preplanning for the next disaster, including formation of a COAD.'

~Liz Jessee, Director Walla Walla County Emergency Management Department

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