Base Plan Draft Outline with Menu of Options

Planning Considerations:

This Menu of Options is intended to assist planners with developing or enhancing the **Base Plan** of the jurisdiction’s Recovery Plan. As such, this Menu of Options does not include the Recovery Support Functions, additional Annexes, or Appendices that are necessary for a comprehensive Recovery Plan.

**EMAP Recovery Planning Standards:**

* *4.6.2* The emergency operations plan, recovery, continuity of operations and continuity of government plans shall address the following: (1) purpose, scope and/or goals and objectives; (2) authority; (3) situation and assumptions; (4) functional roles and responsibilities for internal and external agencies, organizations, departments and positions; (5) logistics support and resource requirements necessary to implement plan; (6) concept of operations; and (7) plan maintenance
* *4.6.4* The recovery plan shall address short- and long-term recovery priorities and provide guidance for restoration of critical community functions, services, vital resources, facilities, programs, and infrastructure to the affected area.

Document Organization

This document is divided into the following three sections:

## Common Terminology:

The common terminology section will serve as a guide for terms commonly used in recovery planning efforts in order to provide consistency with definitions.

## \*\*Core Components\*\*:

**These sections should be included as part of the jurisdiction’s Recovery Base Plan. These sections include the traditional elements of a Base Plan and comply with EMAP standards.**

## A La Carte Options:

The A La Carte Options include different types of components addressed in other Recovery Plan’s that can help enhance the integration of the jurisdiction’s whole emergency management program but are not required. Additionally, these sections can provide overarching information that may be useful for conducting recovery activities.

Common Terminology

|  |  |
| --- | --- |
| **Term** | **Description** |
| **Capacity** | A combination of all the strengths and resources available within a community, society, or organization that can reduce the level of risk, or the effects of a disaster.  (From the United Nations International Strategy for Disaster Reduction.) |
| **Capacity Building** | Efforts aimed to develop human skills or societal infrastructure within a community or organization needed to reduce the level of risk or the effects of a disaster.  (From the U.N. International Strategy for Disaster Reduction.) |
| **Community** | Unified groups that share goals, values, or purposes; they may exist within geographic boundaries or unite geographically dispersed individuals. Communities bring people together in different ways for different reasons, but each provides opportunities for sharing information and promoting collective action.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Comprehensive Preparedness Guide (CPG) 101** | A federal document that provides Federal Emergency Management Agency (FEMA) guidance on the fundamentals of planning and developing plans.  (From CPG-101.) |
| **Coordinating Structures** | Groups composed of representatives from multiple departments or agencies, public and / or private sector organizations, or a combination of these for the purpose of facilitating the preparedness and delivery of capabilities. They share information and provide guidance, support, and integration to aid in the preparedness of the whole community and building resilience at the local, regional, and national levels.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Core Capabilities** | Distinct critical elements necessary to achieve the National Preparedness Goal.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Critical Infrastructure** | Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. The Nation’s critical infrastructure is composed of 16 sectors: chemical; commercial facilities; communications; critical manufacturing; dams; defense industrial base; emergency services; energy; financial services; food and agriculture; government facilities; healthcare and public health; information technology; nuclear reactors, material, and waste; transportation systems; and water and wastewater systems.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Cultural Resources** | Aspects of a cultural system that are valued by or significantly representative of a culture or that contain significant information about a culture.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Disaster Recovery Center (DRC)** | A readily accessible facility or mobile office where applicants may go for information about FEMA or other disaster assistance programs, or for questions related to specific recovery cases. |
| **Economic Recovery (Core Capability)** | Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Federal Coordinating Officer (FCO)** | Appointed individuals that manage the Federal resources during a disaster. They have a prominent role in helping FEMA accomplish its core missions of saving lives, preventing suffering, protecting property, and conducting recovery operations. Their primary mission is to coordinate the timely delivery of Federal assistance to State and local governments, individual victims and the private sector. |
| **Federal Disaster Recovery Coordinator (FDRC)** | In large-scale disasters and catastrophic incidents where a Federal role may be necessary, the FDRC is a focal point for incorporating recovery and mitigation considerations into the early decision-making processes. The FDRC monitors the impacts and results of such decisions and evaluates the need for additional assistance and adjustments where necessary and feasible throughout the recovery.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Federal Plan Development Process** |  |
| **Hazard Mitigation Planning Process** |  |
| **Health and Social Services**  **(Core Capability)** | 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.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Housing**  **(Core Capability)** | Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Individual Assistance (IA) Program** | Individual assistance (aka disaster assistance) is financial or direct assistance to individuals and families whose property has been damaged or destroyed as a result of a federally-declared disaster, and whose losses are not covered by insurance. It is meant to help individuals/families with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster. |
| **Individuals and Households (IAH) Program** | Provides financial help or direct services to those who have necessary expenses and serious needs if they are unable to meet the needs through other means and is generally grouped under the overarching IA Program. |
| **Infrastructure Systems**  **(Core Capability)** | Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Intermediate Recovery** | Phase of recovery which involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Joint Field Office (JFO)** | A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. |
| **Local Disaster Recovery Managers (LDRM)** | The NDRF recommends the appointment of a LDRM to be identified by the senior elected official following any incident that requires a coordinated recovery effort. The LDRM can originate from the municipal, township, county or regional level depending on the geographic extent, political climate and local capacity and capability of the impacted communities. Individuals in these positions are intended to serve as the primary point of contact for recovery issues within their jurisdiction and are responsible for managing the recovery coordination process on the ground; to include coordinating with recovery partners at all levels, communicating priorities of local leadership and ensuring an inclusive recovery process.  See “Recovery Manager.”  (From Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents, February, 2015.) |
| **Long-Term Recovery** | Phase of recovery that may continue for months or years and addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural and built environments; and movement towards self-sufficiency, sustainability, and resilience.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **National Incident Management System (NIMS)** | A structure for the management of large-scale or multi-jurisdictional incidents. |
| **Natural and Cultural Resources (Core Capability)** | 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 appropriate environmental and historical preservation laws and executive orders.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **New Normal/Return to Normal** | If, due to disaster impacts, the pre-impact status quo cannot be restored, the perspective of the community must change to address what will be the future status quo, or "new normal."  (From the working draft of Catastrophe, 2011, a Mid-Atlantic region working document funded by FEMA’s Regional Catastrophic Preparedness Grant Program.) |
| **Operational Coordination (Core Capability)** | Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Other Needs Assistance (ONA)** | A component of the Individuals and Households Program (IHP) in which financial assistance and/or services are provided to individuals and families in a declared area who, as a direct result of a major disaster, have necessary expense and/or serious needs not met by other sources such as insurance or voluntary agencies.  (From the state of Ohio Emergency Management Agency Disaster Assistance Toolbox.) |
| **Planning (Core Capability)** | Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and / or community-based approaches to meet defined objectives.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Public Assistance (PA) Program** | The Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Grant Program is to provide assistance to state, tribal and local governments, and certain types of private nonprofit organizations so that communities can quickly respond to and recover from major disasters or emergencies declared by the President.  Through the PA Program, FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private non-profit (PNP) organizations. The PA Program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.  The federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration. The grantee (usually the state) determines how the non-federal share (up to 25%) is split with the subgrantees (eligible applicants).  Through the PA Program, FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private non-profit (PNP) organizations. The PA Program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.  The federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration. The grantee (usually the state) determines how the non-federal share (up to 25%) is split with the subgrantees (eligible applicants). |
| **Public Information and Warning (Core Capability)** | 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.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Recovery** | Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Recovery Action Plan (or Recovery Incident Action Plan)** | A specific recovery action plan for the specific event developed from the event impacts and recovery needs. See Recovery Planning. |
| **Recovery Capabilities** | Recovery capabilities support well-coordinated, transparent, and timely restoration of infrastructure and housing; a sustainable economic base; health and social systems; and a revitalized cultural, historic, and environmental fabric.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Recovery Capacity** | A combination of all the strengths and resources available within a community, society, or organization that can reduce the level of risk, or the effects of a disaster. |
| **Recovery Manager** | The person appointed by the local government executive(s) to manage its' recovery activities and work closely with the state and federal disaster recovery coordinators. Serves as chair of the local government recovery task force/organization.  See: Local Disaster Recovery Managers (LDRM) |
| **Recovery Mission Area** | Recovery includes those capabilities necessary to assist communities affected by an incident in recovering effectively. Support for recovery ensures a continuum of care for individuals to maintain and restore health, safety, independence, and livelihoods, especially those who experience financial, emotional, and physical hardships. Successful recovery ensures that we will emerge from any threat or hazard stronger and positioned to meet the needs of the future.  (From the working draft of the National Preparedness Goal, second edition, March 27, 2015.) |
| **Recovery Operations Center** | A physical facility separate from the emergency operations center wherein the recovery organization engages in uninterrupted, integrated planning, and long-term coordination of recovery resources and personnel, while maintaining centralized control of recovery operations. |
| **Recovery Ordinance** | Provides basic elements of a comprehensive ordinance establishing a recovery organization and authorizing a variety of pre- and post-event planning, regulatory powers, and procedures related to disaster recovery and reconstruction. Designed to be adopted in advance of a major disaster, it can also be quickly adapted to post-disaster conditions if it has not been adopted before the disaster. |
| **Recovery Organization** | A recovery organization based on incident command system principles and RSFs that coordinates community recovery planning and recovery tasks. |
| **Recovery Phases** | Response to disaster impacts follows a “phased approach” that includes three general phases: stabilization / short–term, intermediate, and long–term. |
| **Recovery Plan** | A pre-event document providing a frame work for the recovery program which:  - Provides the description and structure for the program.  - Describes the benefits of having a well-developed and sustainable plan.  - Defines recovery phases and concepts of operations.  - Establishes a recovery organization and recovery center  (Emergency Operations Center transitions into recovery).  - Establishes a schedule of recovery support functions  (22 to consider at local government level). |
| **Recovery Planning** | Recovery planning involves a community articulating a process for how it organizes and manages its recovery, establishes relationships among stakeholders and develops methods for prioritizing recovery decisions. Recovery planning begins when the emergency operations center is activated. Recovery planners begin an assessment of the disaster impacts and determine which Recovery Support Functions (RSFs) will be activated to meet the community’s recovery needs. |
| **Recovery Process** | The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. |
| **Recovery Program** | Ongoing pre-disaster local recovery mitigation, preparedness and planning activities leveraging existing related local government departments /programs, community services, private sector, etc. |
| **Recovery Stakeholders** | Local government departments and agencies, private sector, and general public organizations, organized by RSF and/or Technical Advisory Committee, who meet throughout the recovery planning process to identify and prioritize recovery issues and tasks, share information about existing local capacity, and draft action plans. |
| **Recovery Support**  **Function** | Just like Emergency Support Functions (ESF), Recovery Support Functions (RSF) represent groupings of types of recovery activities and programs that the jurisdiction and its citizens are likely to need following disaster. A “primary” agency / department for each RSF will be responsible for coordinating the implementation of the recovery activity or programs. The primary agency / department will be responsible for identifying the resources (support departments and organizations) within the RSF that will accomplish the post disaster activities. The primary agency/department is also responsible for coordinating the resource delivery. |
| **Recovery Task Force** | Advisory (policy) group to the Recovery Manager and Recovery Organization. |
| **Redevelopment** | Rebuilding degraded, damaged or destroyed social, economic, and physical infrastructure in a community, State, or Tribal government to create the foundation for long-term development.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Resilience** | Ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Restoration** | Returning a physical structure, essential government or commercial service, or societal condition back to a former or normal state of use through repairs, rebuilding, or reestablishment.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Short-Term Recovery** | Phase of recovery which addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources including restarting and / or restoring essential services for recovery decision-making.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Small Business Administration (SBA)** | A government agency that delivers loans, loan guarantees, contracts, counseling sessions, and other forms of assistance to small businesses, including in the wake of disaster. SBA provides assistances primarily through its programmatic functions: access to capital (business financing); entrepreneurial development (education, information, technical assistance & training); government contracting (federal procurement); |
| **Smart Planning** | An urban planning and transportation theory that incorporates the concepts of smart growth and advocates for concentrating growth in the center of a city to avoid urban sprawl and promotes compact, transit-oriented, walkable, bicycle-friendly land use, including neighborhood schools, complete streets, and mixed-use development with a range of housing choices. It values long-range, regional considerations of sustainability over a short-term focus.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Stabilization** | The process by which the immediate impacts of an incident on community systems are managed and contained.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **State Coordinating Officer (SCO)** | The person appointed by the Governor for the purpose of coordinating state and local disaster assistance efforts with those of the federal government. |
| **State (or Tribal) Disaster Recovery Coordinator (SDRC or TDRC)** | In large-scale disasters and catastrophic incidents where a Federal role may be necessary, the SDRC or TDRC is the primary interface with the FDRC. Depending on the severity of the incident and anticipated scope and duration of disaster recovery efforts, the State Coordinating Officer (SCO) may fulfill the Recovery Coordinator role under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). However, after large-scale disasters or catastrophic incidents, States are encouraged to appoint a separate position to ensure recovery activities are well-managed while extended response and short-term recovery activities are ongoing.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Steady-State** | A state where operations and procedures are normal and ongoing. Communities are considered to be at a steady-state prior to disasters and after recovery is complete.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Sustainability** | Meeting the needs of the present without compromising the ability of future generations to meet their own needs.  (From the FEMA National Disaster Recovery Framework, March 2011.) |
| **Voluntary Agencies (VOLAG)** | Any of the nine U.S. private agencies and one state agency that provide reception and placement services for refugees arriving in the United States. VOLAGs are responsible for providing basic provisions such as initial housing, essential furnishings, food, and clothing. |
| **Voluntary Agency Liaison (VAL)** | Serves as the central point between government entities and volunteer organizations in the coordination of information and activities of VOADs (Voluntary Organizations Active in Disaster) responding in times of disaster. |
| **Voluntary Organizations Active in Disaster (VOAD)** | A coalition of the major national voluntary organizations in the United States that have made disaster-related work a priority. |
| **Whole Community** | A network of individuals and families, businesses, governmental and nongovernmental organizations, and other civic organizations that reside or operate within a shared geographical boundary and may be represented by a common political leadership at a regional, county, municipal, or neighborhood level. |

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Core Components

Instructions

*This section discusses proper handling of the Plan and when and how it may be used.*

* **Modified from the Fairfax County Recovery Plan:** This Pre-Disaster Recovery Plan (PDRP) is designed so that it can be either read through from beginning to end, or – during disaster recovery operations – it can be utilized such that only the sections relevant to particular users need be accessed.
* **Modified from the District of Columbia Recovery Plan:** The *District Recovery Plan* is a public document and approved for appropriate distribution in its original form. No changes should be made to the content of the *District Recovery Plan* without approval by the District of Columbia Homeland Security and Emergency Management Agency.

The District of Columbia uses a letter-number convention to catalog all of the preparedness plans, policies, and procedures. Within this convention, the District preparedness strategy documents are labeled as “Pub” for publications; “P” signifies the document as a base, operational, or tactical plan; “G” signifies the document as a guide; “A” signifies the document as an annex; and, “S” signifies the document as a standard operating procedure. After the label, the documents follow a numbering system. District preparedness strategy documents are numbered sequentially, with annexes or guidance documents related to a specific publication classified with a decimal after the parent document number. Mission area documents are cataloged by the type of document and categorized by the mission area and then by subject area. All 100-level documents are within the prevention/protection mission area, 200- level are within mitigation, 300-level are within response, and 400-level are within recovery. The tens digits group documents by subject area within each mission area. Additional information on the document naming and cataloging system can be found in the *District Preparedness Framework*.

Approval and Plan Adoption

*This section typically includes the titles of personnel who are authorized to approve the plan, when it was approved, relevant signatories, and how the plan will be adopted for the jurisdiction.*

* **Modified from the District of Columbia Recovery Plan:** The <jurisdiction> uses a community-based, all-hazards approach to disaster management. To this end, the <jurisdiction> has developed the <jurisdiction> Recovery Plan. This plan provides a collaborative and systematic approach for the Whole Community-that is, the individuals and communities; private and nonprofit sectors; faith-based and nongovernmental organizations; and local and Federal governments-of the <jurisdiction> to improve capabilities in order to recover from all hazards. This plan will help <jurisdiction> officials accomplish the <jurisdiction’s> Recovery Mission Statement.

By signing the <jurisdiction> Recovery Plan approval page, <jurisdiction> departments and agencies agree to:

* 1. Support the <jurisdiction> Recovery Plan’s concept of operations and carry out assigned functional roles and responsibilities to ensure the effective, orderly, cost-effective, and timely delivery of recovery assistance after a disaster.
  2. Continue to develop, refine, and implement <jurisdiction> and regional planning, exercise, and training activities to maintain and enhance necessary capabilities; and,
  3. Integrate planning and operational contingencies for addressing functional and access needs requirements within all emergency plans and procedures.
* **Modified from the NCR Recovery Template:** The (City/County/Operational Area) Disaster Recovery Plan is a multi-discipline, allhazards plan that establishes a single, comprehensive framework for managing the recovery from major disasters affecting (City/County/Operational Area). The Disaster Recovery Plan assigns roles and responsibilities to departments and agencies. The plan requires planning, training, and exercising prior to a real world incident in order for the (City/County/Operational Area) to recover effectively. Agreement to this plan represents a major commitment by (City/County/Operational Area) leadership.

By signing this letter of agreement, the (City/County/Operational Area) agree to:

* + Perform assigned roles and responsibilities;
  + Conduct planning and preparedness activities designed to prepare staff to accomplish assigned emergency recovery responsibilities;
  + Conduct training in cooperation with identified recovery support function leads;
  + Participate in approved drills, tests, and exercises; and
  + Periodically review this plan, policies, and procedures.

(Insert Signatures of the Directors/Leads for all responsible agencies

mentioned in the plan)

Record of Changes

*This section captures any modifications to the Plan.*

* **Modified from the NCR Recovery Template:** Each update or change to the Disaster Recovery Plan needs to be recorded. The record contains, at a minimum, a change number, the date of change, and other relevant information.

SAMPLE TABLE

|  |  |  |  |
| --- | --- | --- | --- |
| Record of Changes | | | |
| Date of Change(s) | **Description of Change(s)** | **Location of Change(s)** | **Name and Title of Person Making Change(s)** |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |

Mission Statement

*Who, what, where, and when…*

* **Modified from the Upper Eastern Shore Regional Recovery Plan:** Ensure the ability of <County> to recover from a catastrophic incident by engaging all necessary local, state, federal, private sector, and voluntary, faith-based, and nongovernmental agencies in order to address the needs of the jurisdiction’s residents, visitors, and communities.
* OR insert emergency management mission statement here.

Purpose

*The purpose sets the foundation for the entire plan.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**: The purpose of the <County> Recovery Plan is to provide strategies and procedures for coordinating a County-level effort to recover from the effects of a disaster. The plan describes the roles and responsibilities of the County agencies/departments during recovery operations, including coordinating County-level recovery operations, and supporting information and resource sharing. Additionally, the Recovery Support Function Annexes to this plan outline the specific roles and responsibilities of the County agencies/departments with leading/supporting roles in disaster recovery operations.

This plan complements the County’s Emergency Operations Plan (EOP), and is consistent with the State’s Disaster Recovery Operations Plan (SDROP).

* **Modified from the Fairfax County Recovery Plan**: The intent of the <County> Recovery Plan is to provide the <County> with approaches to prepare for and manage disaster recovery, particularly those incidents that are large or catastrophic. The plan is a guide for decisionmaking, establishing priorities, and identifying the roles and responsibilities of the County agencies/departments.

The plan is designed to guide recovery actions that result in a resilient, safe, physically accessible, sustainable, and economically strong community. These actions address long-term community recovery planning, housing restoration and reconstruction, economic recovery, infrastructure and lifeline restoration and reconstruction, continued provision of public safety and security, continued provision of community services, and protection of natural and cultural resources.

The plan provides for a recovery organization that will be transparent, understandable, and credible to County agencies/departments, stakeholders, and the public.

Although government bears ultimate responsibility for public safety and welfare, in recovery the government’s operational role is often that of an organizer, coordinator, and facilitating stakeholder. This is because many of the assets and actors implied in recovery objectives – including private-sector economic activity, private housing stock, and many essential infrastructure systems – are not under the ownership or direct control of the County. Recent examples of recovery demonstrate that the vast capabilities necessary to recover from disasters are collectively possessed by private businesses, nonprofit organizations, faith-based groups, and members of the community.

Government coordination and facilitation ensures the County’s sustained engagement towards the ultimate realization in achieving the goals set forth by the community’s recovery vision.

* **Modified from the District of Columbia Recovery Plan**: The purpose of the <County> Recovery Plan, hereafter also referred to as the Plan, is to outline an approach to assist the government, non-governmental organizations, and the private sector more efficiently and effectively organize and operate recovery efforts from events that have impacts on the physical, social, emotional, economical, and natural environments.

Understanding the capabilities and needs of the community and the region are vital to efficient and effective recovery operations. The Plan anticipates the potential impacts disaster events will have on the community’s residents, workforce, visitors, homes, businesses, infrastructure, economy, and environment, and presents processes and procedures to ensure an efficient and effective recovery effort that will result in a safer and stronger community. The Plan builds upon existing recovery practices and procedures, delineates roles and responsibilities during recovery operations, and provides valuable insight into the potential issues and complexities that may be faced after disaster events.

A key aspect of the success of the <County> Recovery Plan is to ensure that it remains current and relevant. As such, the Plan is viewed as a “living” document; and will be reviewed, revised, and validated regularly. This is part of the <County’s> approach to continually enhancing recovery capabilities and building stronger partnerships with stakeholders in the community and the region.

* **Modified from the Montgomery County Recovery Plan**:
  + The purpose of this Plan is to provide the County with a framework to manage disaster recovery programs and operations, particularly for those incidents that require coordination beyond the traditional incident response phase (i.e. incidents with a duration longer than 14 days).

In the context of this Plan, Recovery is defined as the phase between initial emergency response activities and the resumption of services to a pre-disaster or better level. Recovery activities may include:

* + - Coordinating restoration of damaged buildings and infrastructure;
    - Restoring community and social support programs;
    - Restoring business and commercial operations in the community; and
    - Ensuring the community is better able to withstand future disasters through incorporating mitigation and resilient community design characteristics.

Recovery may last for months or years following the actual event, depending on the impact of the incident.

This Plan is created to serve as a framework for decision-making, establishing priorities in the context of limited or delayed resources, developing strategies, and ultimately executing plans developed after a disaster to help the community recover. This includes incorporating designs and strategies, where possible, to create a more resilient, safe, accessible, sustainable, and economically strong community.

At the core of the Plan is the Recovery Organization. The Recovery Organization focuses heavily on a supportive role in planning, resource acquisition and deployment, and project management during recovery operations. The structure, operations, and framework outlined in this Plan aim to streamline resources, information and funding for recovery projects and programs, but not to micromanage, delay, or otherwise hinder the project management occurs at the implementation level.

Scope

*The scope establishes what entities the plan applies to.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**: The plan applies to preparedness and recovery operations following a disaster impacting the County. This plan applies to all County agencies/departments with roles in recovery operations.

Recovery efforts are locally driven and will be managed in accordance with the County’s plans, procedures, and authorities. The County will set the tone for recovery in their community.

* **Modified from the Fairfax County Recovery Plan**: This plan is intended to address recovery from a disaster. A disaster is an incident of a sufficient magnitude and nature that the normal capabilities and organizational structure of the County are insufficient to respond to or recover from it without additional assistance. Such incidents could include, but may not be limited to, mass casualties, supply-chain interruptions, communications breakdowns, widespread property damage, and disruptions of government services.

This plan intentionally does not provide specific or qualitative thresholds for activation or demobilization of organizational structures and/or processes described herein. Such determinations are left to the judgment of County leaders, based on the County’s capability to manage disaster-recovery at a given time.

This plan covers all of <County> and the towns/cities/municipalities of <XYZ>. Portions of the plan also describe coordination with external federal, state, and regional entities, as well as with neighboring jurisdictions including counties and independent cities.

* **Modified from the District of Columbia Recovery Plan**: The Plan establishes an approach to assist the <County> to recover from disaster events. The Recovery Plan is designed to be used as a framework for recovery operations after a large or catastrophic disaster in the <County>. The Plan describes the operations that take place during a disaster that requires the standard administration of PA and IA programs, and then the considerations that must take place when elevating the organization to address the needs of the <County> after a disaster that surpasses the capabilities of these programs alone. The <County> Recovery Plan is designed for use after a disaster to determine the scope of the organizational structure to address the recovery needs of the <County>, and, along with the Recovery Support Functions Annex, as a tool to begin determining recovery priorities and assigning responsibilities for addressing these priorities and associated tasks.

The approach is built around a recovery concept of operations; outlining the organizational structure, as well as the coordination and control structure, communications protocols, and critical information requirements for intermediate and long-term recovery efforts. The approach also outlines the role and responsibilities for <County> government, and regional, state, and federal entities during recovery operations, as well as private and nonprofit organizations. The role and responsibilities focus on the critical tasks the <County> has identified as necessary to meet the recovery mission. Additionally, the Plan outlines the needed communication and coordination on all levels of government, and with private and nonprofit organizations, and the community.

* **Modified from the Montgomery County Recovery Plan**:
  + This Plan addresses recovery issues the County may face for incidents across all hazards and threats where the normal capabilities and organizational structure of the County are insufficient to recover without additional assistance and ongoing coordination. The concepts and organizational elements of this Plan are applicable to incidents of various scales and scope. However, the activation of the Plan, Recovery Support Functions, and programs to facilitate recovery are ultimately left to the judgment of the County <local elected officials> based on the County’s need and capability to manage disaster-recovery at a given time and subject matter expert recommendations.

Objectives

*The objectives state the desired end state and outcomes for activating the plan.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**:
  + Reinforce, Formalize, and Institutionalize a Process for Ongoing Coordination
  + Support County-level Disaster Recovery Operations
  + Coordinate County, Regional, and State-level Recovery Operations
* **Modified from the Fairfax County Recovery Plan**:
  + Be prepared and be proactive
  + Establish and maintain the County’s leadership role
  + Leverage the private and non-profit sectors, using existing relationships
  + Promote legitimacy and credibility
  + Focus on fairness
  + Build on existing deliberative plans and asset identification/prioritization
  + Ensure sufficient financial reserves
  + Provide effective command and coordination
  + Maximize funding opportunities
  + Communicate effectively
  + Promote mitigation and foster resilient redevelopment and construction
  + Maintain and enhance the county’s economic base
  + Sustain social and human services, public safety, and health services
  + Provide and/or ensure quality housing
  + Sustain lifelines and restore infrastructure and public facilities
* **Modified from the District of Columbia Recovery Plan**:
  + Individual and Family Empowerment: All community members must have equal opportunity to participate in community recovery efforts in a meaningful way.
  + Leadership and Local Primacy: Successful recovery requires informed and coordinated leadership throughout all levels of government and sectors of society.
  + Pre-Disaster Recovery Planning: The speed and success of recovery efforts after a disaster can be greatly enhanced by establishing processes and protocols before a disaster through coordinated and comprehensive planning and relationship-building with all stakeholders.
  + Partnership and Inclusiveness: Partnerships and collaboration across <County>, regional, and state, and federal governments, the community, private and nonprofit organizations to promote a successful recovery process.
  + Public Information: Clear, consistent, accessible, culturally appropriate, and frequent communication to all stakeholders and the public is needed to foster a better understanding of recovery objectives, timelines, and assistance.
  + Unity of Effort: A successful recovery process requires unity of effort, which respects the authority and expertise of each participating organization while coordinating support of common recovery objectives.
  + Timeliness and Flexibility: A successful recovery process upholds the value of timeliness and flexibility in coordinating and efficiently delivering assistance and conducting recovery activities while minimizing delays and loss of opportunities.
  + Resilience and Sustainability: A successful recovery process promotes practices that minimize the community’s risk to all hazards and strengthens its ability to withstand and recover from future disasters.
  + Psychological, Behavioral, and Emotional Recovery: A successful recovery process addresses the full range of psychological, behavioral, and emotional needs of the community as it recovers from a disaster.
* **Modified from the Montgomery County Recovery Plan**:
  + Enhance Recovery Planning and Preparedness
  + Establish and maintain the County’s leadership role
  + Leverage the private and non-profit sectors, using existing relationships
  + Focus on fairness and socioeconomic equality
  + Build on existing deliberative plans and asset identification/prioritization
  + Ensure sufficient financial reserves
  + Provide effective command and coordination in recovery
  + Maximize funding opportunities
  + Communicate effectively
  + Promote mitigation and foster resilient redevelopment and construction
  + Maintain and enhance the county’s economic base
  + Sustain social and human services, public safety, and health services
  + Provide and/or ensure quality housing
  + Sustain lifelines and restore infrastructure and public facilities
* **Modified from the Pierce Co., WA Recovery Plan**:
  + Rapidly return the infrastructure of the County and essential services to a pre-emergency or pre-disaster condition.
  + Assist individuals and businesses with social, economic and physical/structural recovery to maintain the continuity of a viable community fabric.
  + Protect the environmental quality of life.

Facts and Assumptions

*Facts are known events or actions that will impact the recovery effort.*

*Assumptions are unknown but expected events or actions that will impact the recovery effort.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**:
  + Facts:
    - Nothing in this plan alters or impedes the ability of the County to carry out its specific authorities or perform its responsibilities under all applicable laws, executive orders, and directives.
    - This plan does not alter the existing authorities of individual County agencies/departments and does not convey new authorities.
    - The Recovery Support Function Annexes are intended to supplement the plan.
    - The County can determine its needs based upon its capabilities, gaps, and strengths.
    - The form of County government may impact the way the County interacts with other Counties in the Baltimore UASI.
  + Assumptions:
    - A disaster may occur at any time with little or no warning, and recovery needs will exceed the capabilities of the County’s government, as well as the private sector and voluntary, nonprofit, and faith-based organizations in the affected area.
    - The recovery process will start when life safety concerns have been resolved, and a need for recovery is indicated.
    - Recovery activities will occur both concurrently and at different rates, which will create challenges for meeting resource needs.
    - Recovery is a scalable process, which will scale up as needs for resources are identified.
    - Recovery efforts will require mutual aid, and outside assistance will be needed to help the community recovery.
    - Some people will be able to recover on their own, and some people will need assistance to recover.
    - It may be challenging to rebuild the community’s trust following a disaster.
    - Debris removal will be critical, and the quantity of debris will exceed the County’s normal debris removal and disposal capabilities.
    - A disaster will have financial/economic impacts that impact the recovery process.
    - Damage to critical infrastructure caused by a disaster will impact the recovery process.
    - Community members will be adversely impacted by a disaster (e.g., lose income from work, incur damage to home/rental property, become displaced temporarily or permanently).
    - Considerations will be made for people with disabilities and others with access and functional needs.
    - Impacted communities and community members, including individuals, voluntary, nonprofit, and faith-based organizations, and businesses, will guide the recovery process and strategies for recovery.
    - Voluntary, nonprofit, and faith-based organizations, as well as private organizations, will be essential to successful recovery operations, including helping lead the Long Term Recovery Committee.
* **Modified from the Fairfax County Recovery Plan**:
  + This plan is intended to be used in preparation for and after a disaster of such magnitude that long-term recovery efforts become necessary.
  + Activation of this plan assumes a catastrophic incident has occurred; such an occurrence may be regional and/or multijurisdictional in nature, potentially impacting other counties within the Baltimore UASI.
  + Damage in the county will be catastrophic in nature, and will cause the disruption of normal life support systems and the disruption of regional economic, physical, and social infrastructures.
  + Critical infrastructure/key resources (CIKR), including public and private utilities, will be severely affected in the impacted community(ies). CIKR restoration may last well into the recovery phase.
  + Effective response and recovery will exceed the normal capabilities of the County government.
  + Prior to or concurrent with activation and implementation of this plan, the County Emergency Operations Plan (EOP), Continuity of Operations (COOP) plans, and Continuity of Government (COG) planning will all be implemented and emergency response, and continuity of essential functions will be provided to the degree possible.
  + The County Emergency Operations Center (EOC) will be activated prior to the plan being implemented, and the Incident Command organization staffed as dictated by the scope of the response effort. The County <local elected official> will issue a declaration of local emergency and request that the Maryland Department of Emergency Management (MDEM) implement the State Response Operations Plan (SROP) and State Disaster Recovery Operations Plan (SDROP), as appropriate.
  + The County <local elected official> will request the Governor declare a state of emergency, and request federal disaster assistance from the President.
  + Local, regional, and State mutual aid (through the Maryland Emergency Management Assistance Compact (MDEMC)), pre-positioned contracts, emergency procurements, and Emergency Management Assistance Compact (EMAC) resources will be requested.
  + Volunteer organizations within and from beyond the region will implement their disaster relief programs; residents and disaster relief organizations from other areas will send food, clothing, supplies, and personnel based on their perception of the needs of the County.
  + Many resources critical to the disaster recovery process will be scarce, and competition to obtain such resources will be significant.
  + Many County personnel will suffer damage to their homes and personal property, and will be survivors of the disaster.
* **Modified from the District of Columbia Recovery Plan**:
  + The <County> will remain the seat of power for the State Government after a disaster through response and recovery operations. (for Annapolis)
  + Nothing in the Plan alters or impedes the ability of <County> departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws.
  + The Plan focuses on providing a framework for the establishment of an enhanced recovery organization and the operations for this organization to meet the needs of the <County> after a disaster; it does not necessarily identify all of the processes, and associated triggers, to transition from the response to recovery phase.
  + The Plan will address the “intermediate” and “long-term” recovery phases; but will not include “short-term” recovery efforts, which are currently included in ESF roles within the <County> Response Plan. (this may apply to SOME of the Counties)
  + The concepts and process presented in the Plan will be vetted and validated by all key stakeholders through the Plan maintenance process, including through exercises, or as the Plan is implemented after a disaster.
  + The <County> will establish and implement an aggressive public outreach and information campaign that involves the public in the planning process, data collection, and the implementation phase in post-disaster recovery.
  + The <County> will face challenges to successful recovery caused by complex issues and cascading effects after a disaster.
* **Modified from the Montgomery County Recovery Plan**:
  + The Plan will be activated following an incident with significant impact to the County at the discretion of the <local elected officials> based on the recommendations of the <OEM Director/Disaster Manager>. This incident is likely to receive a major disaster declaration or be considered an Incident of National Significance.
  + The incident will result in widespread damage and the disruption of normal operations through the County, including to physical infrastructure, economic and social systems.
  + The restoration of critical infrastructure including utilities, transportation systems, and structures will exceed the response phase.
  + The incident will exceed the capabilities of the County during both response and recovery.
  + The County will first activate the Emergency Operations Plan (EOP), Continuity of Operations Plans (COOP) and other relevant plans during the response phase to address the specific impacts of the incident and facilitate the resumption of essential functions as quickly as possible.
  + The County will activate the Emergency Operations Center (EOC) as necessary to coordinate response operations.
  + The <local elected official> will declare a state of local emergency immediately following the incident, request that the Governor of the State of Maryland declare a state of emergency, and request Federal assistance from the President of the United States.
  + The incident will be of an impact that the President declares one of the following: a disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law (PL) 93-388) (Stafford Act) or an “Incident of National Significance” in which National and Area Contingency Plans are activated.
  + The County will request mutual aid agreements, activate pre-disaster contracts, and request additional assistance through the Emergency Management Assistance Compact (EMAC) and the Maryland Emergency Management Assistance Compact (MDEMC) to support response operations.
  + Voluntary organizations will implement disaster relief programs and provide assistance to County residents in accordance with their mission, purpose and any agreements for assistance developed with the County.
  + Resources to support recovery operations are likely to be scarce, and competition for resources will occur across Recovery Support Functions and across jurisdictions within the County.
  + The County employees and personnel will also suffer damage, and will therefore be survivors of the disaster.
  + Limited elements of this Plan or the Recovery Organization may be utilized in lower-scale disaster scenarios at the discretion of the Disaster Manager in consultation with the County Administrative Officer where appropriate (i.e. elevated impacted in a functional area(s) corresponding to a particular Recovery Support Function or Recover Support Function Group).
* **Modified from the Pierce Co., WA Recovery Plan**:
  + Recovery will never recreate the same community that was in existence prior to the disaster;
  + Substantial federal assistance will be made available to the County in the event of a presidential disaster declaration. The aid as of the drafting of this document includes, but is not limited to, public assistance to reimburse government jurisdictions for disaster related losses and individual assistance to help individuals and small business with disaster-related losses.
  + The County has recovered from most incidents that have impacted it over the years within a few months or a year or two. However, some disasters like a <insert major hazard> could take many years or even decades before some semblance of normalcy returns.
  + The County is subject to <hazard> that is likely to impact the County.
  + Some disasters may be wide ranging and destructive enough (e.g. a large <hazard>) that the entire county may not receive outside support for a number of days;
  + Short- term recovery solutions do not necessarily work for long-term recovery;
  + Many organizations and businesses – such as utility companies - have their own recovery plans that will assist them in their recovery and that of the community;
  + While some individuals follow the County standard of being prepared for 7 days in the aftermath of a disaster, many will not;
  + Normal operations by law enforcement, fire departments, medical providers, and other emergency personnel may be delayed or hindered for a period of time;
  + With just-in-time inventories, many businesses will not be able to supply basic necessities for a period of time after some disasters and many of them could go out of business due to lost revenue;
  + Long-term recovery from a major disaster will require cooperation among all portions of the community, including the public, private and non-governmental organizations sectors, if long-term recovery is to be successful.

Background

*Background information provides an overview of the County, focusing on information that will be useful during recovery, such as the form of government, the demographics of the County, an economic overview, and any other information that would help support recovery-related decision making.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**:
  + Major hazards (e.g., pull from the Hazard Identification and Risk Assessment – such as flooding)
  + Geographic information
  + Form of County government
  + Demographic information
  + Economic information
* **Modified from the Fairfax County Recovery Plan**:
  + HIRA information
    - Hazards overview
    - Risk assessment
* **Modified from the District of Columbia Recovery Plan**:
  + Geographic information
  + Government structure
  + Regional partners and dependencies
  + Demographics
  + Economic and employment profile
  + Climate
  + Hazards
  + Critical infrastructure
* **Modified from the Montgomery County Recovery Plan**:
  + All-hazards recovery plan

Authorities and References

* **Modified from Montgomery County Recovery Plan:**

Federal Government

* + - The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-388, as amended.
    - The Disaster Mitigation Act of 2000, Public Law 106-390 (amendment to the Stafford Act).
    - The Intelligence Reform and Terrorism Protection Act of 2004, Public Law 108-458, Section 7302.
    - “Emergency Services and Assistance,” Code of Federal Regulations, Title 44.
    - Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003.
    - Post Katrina Emergency Management Reform Act (PKEMRA) October 4, 2006
    - National Response Framework (NRF), January 2008.
    - National Incident Management System (NIMS), February 2008.
    - National Preparedness Goal, September 2011.
    - National Disaster Recovery Framework (NDRF), September 2011.
    - Presidential Policy Directive 8 (PPD 8), National Preparedness, March 30, 2011.

State of Maryland

* Annotated Code of Maryland, Public Safety Article, Title 14
* Governor’s Executive Order, Executive Order 01.01.1991.02

<Jurisdiction>

* <Jurisdiction> Debris Management Plan
* <Jurisdiction> Emergency Operations Plan
* <Jurisdiction> Emergency Shelter Operations Guide
* <Jurisdiction> Hazard Mitigation Plan
* <Jurisdiction> Threat and Hazard Identification and Risk Assessment
* Public Health All Hazards Response Plan
* County Agency Hazard-Specific Response Plans and Protocols

Consistency with National Disaster Recovery Framework

The Pre-Disaster Recovery Plan for Montgomery County was develop with consideration for, and

is consistent with, the Recovery Core Principles of the National Disaster Recovery Framework.

These Core Principles include:

* Individual and Family Empowerment;
* Protection of Vulnerable Populations;
* Leadership and Local Primacy;
* Pre-Disaster Recovery Planning;
* Partnerships and Inclusiveness;
* Public Information;
* Unity of Effort;
* Timeliness and Flexibility;
* Resilience and Sustainability; and
* Psychological and Emotional Recovery.

The vision and goals developed for this Plan, and all objectives associated with the Recovery

Support Function annexes take into account these principles and ensure consistency across the functions.

Activation Procedures/Transition from Response to Recovery

*What activation procedures should be established (including “triggers” under which conditions the plans should be activated)?*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**: The recovery process will start when life safety concerns have been resolved, and a need for recovery is indicated. This may occur before response has concluded or as response concludes.
  + Triggers for a recovery effort include:
    - Upon the resolution of life safety issues
    - Upon the declaration of a local state of emergency (MD Code, Public Safety, § 14-111)
* **Modified from the Fairfax County Recovery Plan**: As management of the overall incident transitions from Response to Recovery, non-life-safety objectives that were set but not fully accomplished during Response will be transitioned from the responsibility of the Response-phase Incident Command to the Recovery Agency. These unmet needs and other ongoing Response objectives will form the initial basis for setting recovery objectives.
* **Modified from the District of Columbia Recovery Plan**: The transition from response with its focus on command and control to recovery with its focus on coordination and cooperation can be asymmetrical, confusing, and frustrating. There is no point where all response actions stop and all recovery operations begin; instead these operations work on a continuum, with a gradual transition of response to recovery. Successful recovery operations begin almost immediately after a disaster along with response, and scale up in scope as response is scaling down. However, there is not a perfect science to determining these transition points, as the impacts and type of disaster can affect both response and recovery operations. Difficulty in making the transition can lead to failures in response or delays in recovery.

There is not one moment when response operations end and recovery operations begin. There may be some areas that are related to mission critical tasks that are able to transition more quickly from the response organization and operations to be addressed by the recovery organization, while others may take longer to transition. The recovery organization, either the standard structure or enhanced structure, must coordinate with the response organization, including with the ESFs working on tasks related to the recovery mission critical tasks, to ensure a smooth transition from response to recovery that meets the needs of the survivors and businesses affected by the disaster. There may be times when both ESFs and RSFs are activated, which increase the need for constant coordination and communication between these organizations. The Recovery Steering Committee should lead these coordination efforts along with the CMT to ensure all needs are being identified and met.

Phases of Recovery

*The Phases of Recovery provide an overview of the timing of various recovery activities.*

* **Modified from the Upper Eastern Shore Regional Recovery Plan**:
  + Short-term Recovery
    - The several day period following the disaster (depending on the disaster), during which time the County leads the recovery effort with support from the State/federal governments, voluntary, nonprofit, and faith-based organizations, such as the Maryland VOAD.
    - During this phase, the focus of the short-term recovery effort will be on addressing the immediate health and safety needs or residents, such as shelter and food (not including life-safety concerns, which have been resolved), assessing the scope of the damage and conducting damage assessments, cleaning up/clearing debris, restoring critical infrastructure, and restoring essential community services.
  + Intermediate Recovery
    - The approximately three month period, during which time the County will help with the transition to long-term recovery.
    - The opening of the Disaster Recovery Center may help mark the beginning of this stage.
    - During this phase, the focus of the intermediate recovery effort will be on helping return the community, infrastructure, and services to a functional level or a state where permanent restoration can be achieved during long-term recovery.
    - Characterized by a transition back to a community-driven recovery effort with less government involvement, and the Maryland VOAD/Long Term Recovery Committee/County-appointed Recovery Coordinator will begin to lead the recovery efforts. During this time, the government will be returning to its steady-state operations. As part of this transition effort, however, the County OEM will help provide needed support to the community-led recovery effort.
  + Long-term Recovery
    - The period of several years following the disaster while recovery efforts are ongoing.
    - Long-term recovery efforts/preparation for long-term recovery should start early in the recovery process.
    - Within one week of a disaster, it is possible to begin preparing for long-term recovery by doing things like reaching out to the community to begin engagement efforts and to organize the Long Term Recovery Committee.
    - During this phase, the focus of the long-term recovery effort will be on revitalizing the impacted area through rebuilding and redeveloping the community, restoring infrastructure and services, and helping ensure future community resilience (e.g., through mitigation measures).
    - During long-term recovery, the community will take control of the recovery effort, and this will likely be led by the Long Term Recovery Committee, which will be comprised of community members and the Maryland Voluntary Organizations Active in Disaster (VOAD). While the Long Term Recovery Committee will help manage the long-term effort, the UES emergency planners will continue to provide support to the community-driven effort throughout the long-term recovery effort, and should take part in meetings to help identify additional stakeholders, to help troubleshoot problems, and to support ongoing community engagement. Essentially, the government should serve as a liaison to the Long Term Recovery Committee at the request of the Long Term Recovery Committee. Therefore, the community is the lead in this situation, and the government can provide technical assistance and facilitation to help the community to achieve the vision it sets for the recovery effort.
* **Modified from the Fairfax County Recovery Plan**:
  + Short-term Recovery
    - Short-term recovery is defined as any activity that will return vital life-support systems and critical infrastructure to minimum operating standards. It addresses health and safety needs (beyond immediate rescue and life-safety), the assessment of the scope of damages and needs, the restoration or interim provision of basic infrastructure and essential services, and the mobilization of recovery organizations and resources.
    - Short-term recovery typically overlaps with both emergency response and intermediate recovery. Short-term recovery can begin immediately following a disaster, and therefore short-term recovery objectives must be addressed as quickly as possible after the activation of the plan. In some cases, short-term objectives identified in this plan may describe elements of functional continuity with response operations tasked under the County Emergency Operations Plan (EOP).
  + Intermediate Recovery
    - The intermediate recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional – if not predisaster– state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. Intermediate recovery may begin within days of a catastrophic incident and may last weeks or months afterward, depending on the severity of the disaster.
    - Intermediate recovery typically overlaps with both short-term and long-term recovery.
  + Long-term Recovery
    - Long-term recovery is defined generally as any activity designed to return life to normal or to an improved state. Long-term recovery involves rebuilding or relocating damaged or destroyed social, economic, natural, and built environments and moves toward self-sufficiency, sustainability, and resilience to future disasters. The long-term recovery phase begins once the community is in a position to begin planning for permanent reconstruction and revitalization of the impacted area, and it may last for multiple years, even as other functions of the community return to normal.
    - Some long-term recovery activities can begin almost immediately after an incident, as policy and planning associated with short-term and intermediate-term actions will guide long-term decisions.
* **Modified from the District of Columbia Recovery Plan**:
  + Short-term Response = days to weeks
  + Intermediate Recovery = weeks-months-years
  + Long-term Recovery = years
* **Modified from the Montgomery County Recovery Plan**:
  + Preparedness:
    - Those activities that take place prior to a disaster in order to increase the readiness and resilience of the community. Activities include planning, training, exercising and acquiring to build, sustain and improve capabilities and readiness. In the context of this Plan, the Preparedness refers to those activities that take place prior to the event occurring.
  + Short-Term Recovery:
    - Those activities that take place immediately following an incident to identify the need for ongoing recovery coordination and the outstanding needs of different stakeholder groups and functions. Short-term recovery does not include measures to save and sustain lives, protect property, and neutralize any ongoing threats. Rather, short-term recovery includes needs assessment for ongoing support necessary beyond the response phase through coordination with Emergency Support Functions through the Emergency Operations Center (EOC). In the context of this Plan, Short-Term Recovery is the period immediately following the event, up to several weeks after the event.
  + Intermediate Recovery:
    - Those activities that take place to help individuals, critical infrastructure, and essential government and economic functions return to a functional state. Intermediate recovery includes those activities that provide for temporary solutions to issues and problems presented by the incident while long-term recovery strategies are enacted. In the context of this Plan, Intermediate Recovery is the period beginning several weeks after the event to several months after the event.
  + Long-Term Recovery:
    - Those activities that return life to a normal, pre-disaster, state. Long-term recovery involves rebuilding, rehabilitating, and relocating damaged or destroyed infrastructure throughout the community. Long-term recovery focuses on restoring the social, health, economic, natural, and structural systems throughout the community. Long-term recovery may include implementing new projects or programs that address specific needs based on the event, or may include implementing current plans and projects, such as expediting Capital Improvement Projects. A key element to long-term community recovery is incorporating mitigation into permanent reconstruction. Incorporating mitigation activities increases the overall resilience of the community by preventing repetitive or new damage to structures. In the context of this Plan, Long-Term Recovery is the period several months after the event to years after the event, when ongoing projects, financial administration, and disaster related activities are no longer ongoing.
* **Modified from the Pierce Co., WA Recovery Plan**:
  + Short-Term Recovery:
    - Short-term recovery begins early in the response phase and is focused on restoring critical services and infrastructure such as utilities, government operations, medical services, transportation routes, cleanup, debris removal, abatement of dangerous buildings and providing support to residents and businesses.
  + Long-Term Recovery:
    - Long-Term Recovery means more than just reconstructing buildings and re-establishing services. Long-Term Recovery focuses on a larger sense of establishing a “new normal” for an economically sustainable County. Components include rebuilding public infrastructure, ensuring adequate housing stock, coordinating delivery of social and health care including mental health services, refined land-use planning to include mitigation goals and lessons learned from the disaster, support for business to help the economy rebound and maximal utilization of federal and state aide to recover disaster costs. Because long-term recovery is a partnership among all segments of the community, the County OEM Director will identify OEM staff who will be involved in this process in partnership with the cities and towns, the private-sector and non-governmental organizations to begin work on recovery priorities. The County <local elected official> can activate the Disaster Recovery Task Force - representing a broad cross section of the community - to help shape a vision of how the County will emerge from the disaster. The Citizen Corps Disaster Survivors Advocacy Team – which is composed primarily of non-profit, faith-based or social-service agencies – and the Economic Resilience Group – a business committee focused on disaster preparedness, will form key components of the task force.

Administration and Finance

*This section identifies the necessary documentation and process for financial tracking and cost recovery.*

* **Modified from the NCR Recovery Template:** It is paramount that detailed records tracking personnel hours, supplies, materials, equipment, and other disaster-related costs are kept and backed up with documentation that supports the incurred disaster event-related cost. This detailed cost-tracking approach is necessary for obtaining State and/or Federal disaster declarations and support and receiving reimbursements and payments for staff and projects during recovery. Each program should be reviewed carefully to determine eligibility of damages and expenses. Qualifying for and obtaining assistance from the State and Federal government relates directly to the approach and details of cost tracking.

Departments and agencies should employ their own internal process for recording and documenting expenditures and should maintain all recovery-related records for a minimum of 5 years after the last action on the disaster application. This process for recording and documenting expenditures by departments and agencies must be consistent with the overall jurisdictions disaster recovery policy and procedures.

**Documentation**

At a minimum, (City/County/Operational Area) should maintain the following documentation to ensure maximized reimbursement and financial assistance:

* Equipment cards
* Journal vouchers
* Material requisitions
* Purchase orders
* Timesheets
* Warrants

(City/County/Operational Area) must include the following documentation when making a formal request for assistance or reimbursement:

* Copy of the local proclamation (if required)
* Initial damage estimate (IDE)
* Written request/resolution by designated official
* Type of disaster
* Date of occurrence and whether situation is continuing
* Areas affected
* Type of assistance needed

**Volunteers and Donations**

* Identify pre-incident the required document for volunteer hours to use toward meeting the cost-share requirements of the disaster funding.
* Document the appropriate level of detail for volunteer labor, as required, that could include, but may not be limited to record of hours worked, location, description of work performed, and equivalent information for donated equipment and materials.

Concept of Operations

*This section requires critical thinking and a decision from senior leaders and possibly stakeholders.*

Plan Maintenance

*This section describes the process for maintaining and updating the plan as well as the responsible entity for ensuring it’s updated accordingly.*

* **Modified from the Fairfax County Recovery Plan**: The Community Recovery Plan will be developed and implemented as a “living document,” but one that is designed to sunset once its use has been fulfilled. The completed Community Recovery Plan will become the foundation of all future Recovery Action Plans, and thus is the responsibility of the Planning Section to monitor and implement. Until the Recovery Agency itself is deactivated, the Planning Section Chief will ensure the Plan is reviewed, evaluated, and updated on at least an annual basis (or as needed) to monitor progress and ensure the strategic framework is appropriate and information is current for the needs of the community. Regardless of the issue or the stage of the recovery process or an individual project, keeping stakeholders involved and informed of Community Recovery Plan updates will encourage continual support during recovery. After the Recovery Agency is demobilized, any incomplete goals identified in the Community Recovery Plan will revert to the Lead Agency and/or be transferred (by incorporation) to nondisaster planning-and-implementation mechanisms.
* **Modified from the District of Columbia Recovery Plan**: The <Agency> will be responsible for coordinating the maintenance of the <Jurisdiction> Recovery Plan. The approach for maintaining and updating the plan will be consistent with the processes outlined in the previous sections; including the validation of mission critical task goals, targets, and objectives outlined in Plan Implementation. <Agency> will meet with the <X> Recovery Working Group quarterly to provide a platform for working through the Recovery Program Implementation Plan, address outcomes of the meetings with the <Agency>, and discuss the need for additional planning, training, or exercises to enhance the <> recovery capabilities.

The plan should be validated after each disaster event that requires substantial recovery actions. The lessons learned should be incorporated to ensure that the <Jurisdiction> is not exchanging one problem for another. Exercises can also serve as an important evaluation and validation tool for the Plan’s operations.

The *<Jurisdiction> Recovery Plan* will undergo a validation and update process on a three-year cycle to ensure that no significant changes have occurred in the <Jurisdiction> that will impact the recovery concept of operations.

A La Carte Options

Policies

*The Policies section can be included in the jurisdiction’s Base Plan, or it can be included in each Recovery Support Function as well as other Annexes or Addendums to the Plan.*

* **Modified from the Fairfax County Recovery Plan**:
  + The following policies will serve as guiding principles for the execution of objectives tasked in the Recovery Action Plan to Lead and Supporting Agencies within RSF Branches and Recovery Groups.
    - RSF Branches and Recovery Groups will operate according to ICS principles, as appropriate.
    - To the degree applicable, agencies participating in RSF Branches and Recovery Groups will employ normal day-to-day operating and reporting procedures.
    - Lead and Supporting Agencies will work to ensure that operating procedures are consistent and interoperable with the PDRP.
    - Lead and Supporting Agencies will endeavor to establish internal communications and information exchange protocols to ensure program-wide awareness and transparency.
    - Assets available to any Recovery Function will be made available to support County-wide recovery activities in coordination with the Logistics and Finance/Admin Sections. It is the responsibility of the Fairfax County Office of Emergency Management (OEM) to ensure that all assigned staff has a general understanding of their roles and responsibilities and that training is available so they are familiar with the PDRP and their respective position job aids and checklists. Execution of responsibilities described for Recovery Groups assumes full implementation of Continuity of Operations (COOP) or Business Continuity Plan (BCP) capabilities by all Lead and Supporting Agencies, whether these are county agencies, for profit companies, or non-governmental organizations.

Plan Integration Section

*This section describes how the Recovery Plan interacts on an internal level with the jurisdiction’s other relevant plans.*

* **Modified from the Montgomery County Recovery Plan**: <County> uses plans and programs to help guide County operations in preparation for, response to, and recovery from disasters. These Plans will be implemented at the same time as this Plan. The interplay with a key selection of <Jurisdiction> Plans is noted in the graphic below.

Planning Process

*This sections describes how the plan was developed and who was involved in the process.*

* **Modified from the District of Columbia Recovery Plan**:
  + The Recovery Planning Team used the information about current recovery operations, recovery operations of communities that had experienced impacts from catastrophic disasters, and national guidance in the NDRF to determine the elements necessary for a successful District recovery concept of operations. The Planning Team considered the elements that defined a successful recovery as well as the identified goals, targets, and objectives to define the District’s recovery concept of operations and organizational elements. The Planning Team determined the need to transition between two recovery organizations to address all recovery needs, from disasters that result in only Public and Individual Assistance Program administration to disasters with large impacts on the District. The scalability and flexibility of the organization allows the District to best meet the recovery needs of the population, businesses, and critical infrastructure. The members of the Recovery Planning Team then identified roles and responsibilities for these recovery organizations to accomplish the concept of operations.

External Integration

*This section describes how the jurisdiction’s Recovery Plan interacts with other jurisdictional Recovery Plans such as neighboring jurisdictions, on regional level, with the State Recovery Plan, and federal interaction. This section should be uniquely tailored the jurisdiction’s plan.*

Recovery Benchmarks

*Recovery benchmarks breakdown and highlight overarching areas that should be well managed and coordinated during recovery operations.*

* **Modified from the Montgomery County Recovery Plan:**

The following goals guide post-disaster operational goals and activities with the intention to provide guidance to the leadership, coordination, and implementation of recovery programs in Montgomery County.

* Provide effective command and coordination
  + - The Plan will guide the establishment and continuity of coordinated, effective, flexible, scalable, and responsive command and coordination. Through the activation of the Recovery Organization, emergency management functions will evolve smoothly from life-safety, incident stabilization and property protection issues to addressing the long-term impacts of the incident on the community. During recovery, the expertise of planners, engineers, and financial professionals in fields such as land use, economic development, transportation, storm water management, capital projects, etc. will become increasingly important, and the roles of first responders will likely diminish.
* Maximize funding opportunities
  + - Recovery leadership will work to leverage state and federal technical and financial assistance, as well as identify and pursue additional sources of recovery funding and financing. The County will strive to ensure appropriate, fair, and accountable utilization and/or distribution of such funds, as well as safeguard its own financial solvency.
* Communicate effectively
  + - The Recovery Organization will strive to communicate useful, practical, relevant, accurate, and timely information regarding services and resources to all impacted members of the community, using all communications capabilities available to reach county residents in their homes or in temporary housing and making accommodations for non-English speakers and others with access and functional needs. This will include provision of reasonable communication accommodations and alternative formats, as appropriate.
* Promote mitigation and foster resilient redevelopment and construction
  + - The County will use education, incentives, and regulation to reduce community vulnerability to various hazards by fostering more resilient land use patterns and building practices while deferring to existing deliberative plans. This includes integrating current plans, such as the
    - Montgomery County Hazard Mitigation Plan, into recovery plans and programs.
* Maintain and enhance the county’s economic base
  + - Maintenance and/or restoration of the economic base are vital to the County’s stability. The County will focus on business continuity, maintenance of business-critical infrastructure systems, supply chains, and social services, and proactive business recruitment and retention strategies by recognizing that new markets, new expertise, and new opportunities will be created by crises. Such efforts will extend beyond the economic sector, involving “catalyst” projects designed to simultaneously advance social, environmental, cultural, and economic recovery goals.
    - Businesses and employers will have varying levels of operational capability after an incident. Concerted efforts will be made by the Recovery Organization to retain core businesses and to support their recovery. The County will work to identify and eliminate obstacles to recovery and connect businesses to resources that can provide additional staffing, support relocation, and resolve supply-chain issues as necessary. The County will pursue Economic Injury and Community Disaster Loan disaster assistance from the Small Business Administration and FEMA should disaster impacts warrant this type of assistance.
    - The private sector will play a critical role in maintaining public confidence after a disaster. When the private sector is resilient in restoring employment, critical services, and normal day-to-day economic functioning, the community recovers more efficiently. This translates into retention of jobs and tax-base recovery. Experience has shown that in communities where public-private partnerships have been at the forefront of recovery planning, the public has been more optimistic about the community’s ability to recover.
* Sustain social and human services, public safety, and health services
  + - The County, working with private and nonprofit partners, will strive to provide and/or restore basic services needed to sustain the community. The Recovery Organization will coordinate unmet needs and other ongoing needs that remain from the response phase. These efforts include providing for continuity and/or restoration of basic services, providing physical safety and security, as well as a sense of stability necessary for recovery and resumption of normal or new normal levels of functioning. The County and its non-profit partners will recognize the importance of maintaining and providing mental health and spiritual support and counseling, both to response- and recovery personnel and to members of the community at large.
* Provide and/or ensure quality housing
  + - The County will strive to ensure that all residents are able to continue living in the County. Quality housing will be a goal during all phases of the housing continuum (sheltering, interim housing, and permanent housing) to ensure basic economic and emotional stability, and allow displaced individuals and households to engage in personal recovery. In turn, this will contribute to the County’s overall recovery by maintaining its workforce and tax base. Montgomery County will attempt to provide quality housing in this order:
    - Helping citizens to make temporary repairs to their primary dwelling to allow the individual or household to stay in their home. Work with hotel/motel associations and realtor associations to identify vacant and rental properties to temporarily house displaced citizens. Work with the State of Maryland and FEMA to implement an interim housing plan to include group sites only after hotel and rental property is no longer accessible.
* Sustain lifelines and restore infrastructure and public facilities
  + - The County will work with Cooperating Organizations and the private sector to ensure continuity of lifeline utilities and services, and restore infrastructure. According to the standard federal definition, critical infrastructure refers to “those physical and cyber-based systems essential to the minimal operations of the economy and government”. These include, but are not be limited to:
    - Food;
    - Water;
    - Power;
    - Hospitals;
    - Wastewater and sewage;
    - Transportation
    - Fuel;
    - Communications systems (IT/telecom);
    - Schools; and,
    - Solid waste removal.

Critical infrastructure includes those public facilities necessary to sustain life and facilitate the

provision of basic public services.

* **Modified from the Bay Area UASI Disaster Recovery Framework & Recovery Support Function Guide:**
  + - Benchmarks are used in strategic planning to help measure progress toward goals and objectives. Measuring and communicating the progress of recovery increases public confidence in the recovery process by promoting transparency, accountability, and efficiency. Measuring and communicating also enable local leadership to identify ongoing recovery needs and engage partners in providing assistance and problem resolution. Recovery progress serves as a tracking mechanism for improving and adjusting recovery strategies and activities and ensuring continuing improvement.
    - [One jurisdiction may characterize success as the return of its economy to pre-disaster conditions, and another jurisdiction may see success as the opening of new economic opportunities. The NDRF calls its benchmarks “success factors.” Localized versions of these benchmarks are listed in the sections that follow. The jurisdiction may adopt these benchmarks or they can develop their own.]
* Effective Decision-Making and Coordination 
  + - Recovery leadership defines roles and responsibilities for all stakeholders.
    - Businesses, nonprofits and local community leadership examine recovery alternatives, address conflicts and make informed and timely decisions that best achieve recovery of the impacted community.
    - Organizations providing leadership or assistance for recovery establish metrics for tracking progress, ensuring accountability and reinforcing realistic expectations among stakeholders.
    - Government, voluntary, faith-based and community organizations provide assistance to track progress, ensure accountability and make adjustments to ongoing assistance.
    - Integration of Community Recovery Planning Process
    - Communities engage in pre-disaster recovery planning and other recovery preparedness, mitigation and community resilience-building work.
    - Individual, business and community preparation and resilience-building provide a foundation for recovery plans that improve the speed and quality of post-disaster recovery decisions.
    - The public-private partnership facilitates broad coordination and information sharing among all levels of government and private sector owners and operators of critical infrastructure.
    - The community develops processes and criteria for identifying and prioritizing key recovery actions and projects.
    - The community’s recovery leadership creates an organizational framework involving key sectors and stakeholders to manage and expedite recovery planning and coordination.
    - The community ensures appropriate authorities are in place ahead of a disaster to enable effective recovery preparedness, management and community resilience-building work both pre- and post-disaster.
* Well-Managed Recovery 
  + - Well-established, pre-disaster partnerships with the Operational Area, State, and Federal agencies including those with the private sector and NGOs help to drive a successful recovery.
    - Recovery stakeholders leverage and coordinate disaster and traditional public and NGO assistance programs to accelerate the recovery process and avoid duplication of efforts.
    - Communities seek out, interface, and coordinate successfully with outside sources of help, such as surrounding governments, foundations, universities, nonprofit organizations and private sector entities.
    - Readily available surge staffing and management structures support the increased workload during recovery, such as permitting, code enforcement, planning, communications, grant-writing, funding and resource management, and project management.
    - Recovery leadership establishes guidance, including the shift of roles and responsibilities, in the transition from response operations to recovery and, finally, a return to a new normal state of community functioning.
    - Well-managed recoveries ensure effective compliance with local planning, building and architectural standards and broad accessibility to recovery programs and funds.
* Community Engagement, Public Participation, and Public Awareness 
  + - Stakeholders collaborate to maximize the use of available resources to rebuild housing, infrastructure, schools, businesses and the social-historical-cultural fabric of the impacted community in a resilient manner; and to provide health care, access and functional support services.
    - All community perspectives are represented in all phases of disaster and recovery planning; transparency and accountability in the process are clearly evident.
    - Communities create post-disaster recovery plans that can be implemented quickly. Local opinions are incorporated so that community needs are met in a more holistic manner, maximizing the provision and utilization of recovery resources and built upon, incorporated into and consistent with other key community policies and plans, including the local general plan and hazard mitigation plan.
    - Public information is accessible to keep everyone informed throughout the recovery process. This includes providing appropriate aids and services, such as captioning large print, Braille, interpretation and translated materials, to ensure effective communication with individuals with disabilities and to facilitate access to information for individuals with limited English proficiency.
    - Continuous and accessible public information campaigns to community members on various recovery programs and the commitment to short, intermediate and long-term recovery, as well as the overall recovery progress, increases public confidence.
* Financial Management
  + - Community stakeholders understand and have access to broad and diverse funding sources in order to finance recovery efforts***.***
    - The community’s knowledge and professional administration of funding programs greatly aid the recovery progress.
    - Funders and resource providers collaborate to provide program flexibility and implement finance planning. Recovery management and program administration collaborate in a post-disaster environment.
    - Recovery management programs support the development and maintenance of adequate financial monitoring and accounting systems for new and large levels of investment. Management programs include systems that detect and deter fraud, waste and abuse.
    - Recovery expenditures maximize the use of local businesses to promote local economic development.
* Organizational Flexibility 
  + - Organizational structures for managing and coordinating recovery activities are scalable and flexible.
    - The recovery management structure evolves, adapts and incorporates new skills and capacities, as needed, to address the changing landscape of post-disaster recovery over time.
    - Functional and effective intergovernmental relations enhance the recovery process.
    - Organizational flexibility facilitates the application of laws, regulations and policies in the disaster context and enhances governance capabilities in unforeseen incidents.
    - Increased pre-disaster partnerships help reduce or avoid the challenges of establishing new partnerships in a post-disaster environment.
    - Organizational flexibility is compatible with the integrity and accountability of taxpayer-funded programs.
    - Resilient Rebuilding
    - The community rebuilds a sustainable future inclusive of ecological, economic and local capacity considerations.
    - The recovery is an opportunity for the community to rebuild in a manner, which reduces or eliminates risk from future disasters and avoids unintended negative environmental consequences.
    - The community incorporates effective building codes and land use planning practices in recovery. Vulnerable infrastructure and structures are retrofitted, elevated or removed from harm.
    - Community members, businesses, and the [insert the word city or county] incorporate risk-reduction strategies into governance and local decision-making.