

Support Annex 8:

**Pierce County Disaster Recovery
Framework**

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PLAN MAINTENANCE

The Pierce County Recovery Framework will be reviewed annually by Pierce County Department of Emergency Management (DEM) staff to ensure that the framework remains up to date with regard to any statutory and regulatory changes, new developments in federal disaster assistance or organizational changes that impact the roles and responsibilities of actors in the recovery process.

Within 90 days of a significant disaster or emergency impacting Pierce County, the Director of Emergency Management will provide an assessment of the Disaster Recovery Plan with the intent of determining whether modifications are necessary to improve the Framework's efficacy. The assessment will evaluate the recovery efforts to determine if those efforts are fast enough and comprehensive.

If an event is severe enough to result in the activation by the Pierce County Executive of the Disaster Recovery Task Force—which is comprised of a wide range of citizens from the business, non-profit, faith-based, and government sectors—the Director will elicit input from Task Force members as to the adequacy of the plan.

The DEM will prepare, publish, and distribute any changes to the plan to all government departments and other non-governmental entities cited in the Roles and Responsibilities section of the plan.

TRAINING AND EXERCISES

To the extent possible, recovery operations should be included in table-top and full-scale exercises that simulate actual emergencies. Such exercises have historically been implemented to test response procedures and readiness, equipment, and communication functions. These exercises shall be carried out with an eye toward recovery. This can be accomplished by including damage assessment documentation procedures, other county agencies active in recovery and the Citizen Corps Disaster Survivors Advocacy Team in such exercises.

SECTION 1: INTRODUCTION

Recovery from a catastrophic disaster will be extraordinarily complex and could take significantly more time to achieve than recovering from our variety of disasters. This framework provides guidance on issues likely to be encountered, overarching recovery goals, organizational concepts and structures, and specific action items. Included are recommended actions that can be taken by private and public organizations, both before and after a disaster. This framework also emphasizes that decisions made during the response phase after a disaster can have far-reaching impacts on long-term recovery. Accordingly, implementation of this plan should follow a disaster as quickly as possible.

Given the nature of vulnerabilities to disasters in Pierce County, the probability is highly likely that one or more communities will be more severely impacted than others. Great deference should be given to the local imperatives for recovery. Implementation of this plan is intended to assist local jurisdictions to undertake what is likely to be a monumental task which could quickly overwhelm the resources and capabilities of a single jurisdiction.

One of the first needs following a disaster is leadership. The following pages include a suggested structure that will provide leadership, incorporate connections with state and federal partners, and draw on needed expertise within the county from both the public and private sectors.

Drawing from the experience of many communities that have faced catastrophic disasters, this framework also articulates a set of overarching principles that will drive recovery decisions and highlights possible stumbling blocks to be avoided.

This framework identifies specific actions that can be taken before and after a disaster that will make recovery faster, more organized, and more inclusive throughout the community. The Framework is designed and organized to integrate with state and federal recovery plans.

Emergencies and disasters, depending on the type, the local intensity, resident and transient populations, scope, age of the built environment, and geographic area covered, may vary considerably in their effects and the need for both short- and long-term recovery operations. With these thoughts in mind Pierce County developed this framework. The Pierce County Disaster Recovery Framework is an attachment to the Comprehensive Emergency Management Plan (CEMP), Emergency Support Function (ESF) #14, Long-Term Community Recovery.

Purpose of the Framework

The *Pierce County Disaster Recovery Framework* (PCDRF) defines how Pierce County will organize and operate, using existing and additional resources to promote effective recovery after a disaster. The PCDRF is also written for a larger audience of government and non-government leaders, emergency managers, community development professionals and disaster recovery practitioners.

Recovery begins with pre-disaster preparedness and includes a wide range of planning activities. The PCDRF clarifies the roles and responsibilities for stakeholders in recovery, both pre- and post-disaster. The PCDRF recognizes that recovery is a continuum and that there is opportunity within

recovery. The PCDRF also recognizes that when a disaster occurs, the event impacts some segments of the population more than others.

The ability of a community to accelerate the recovery process begins with the community's efforts in pre-disaster preparedness, mitigation, and recovery capacity building. These efforts result in a resilient community with an improved ability to withstand, respond to and recover from disasters. Timely and strategic decisions in response to disaster impacts can significantly reduce recovery time and cost.

The PCDRF advances the concept that recovery encompasses more than the restoration of a community's physical structures to the community's pre-disaster conditions. Of equal importance is providing a continuum of care to meet the needs of the affected community members who have experienced the hardships of financial, emotional or physical impacts as well as positioning the community to meet the needs of the future. Meeting these various needs serves to enhance the overall resiliency of the entire community as the recovery progresses.

The PCDRF applies to all Presidentially declared major disasters though not all elements will be activated for every declared incident. Many of the PCDRF concepts and principles are equally valid for non-declared incidents that have recovery consequences. The core concepts as well as the Recovery Support Function (RSF) organizing structures outlined in the PCDRF may be applied to any incident regardless of whether or not the event results in a presidential disaster declaration.

The PCDRF will provide the overarching coordination structure for the recovery phase for Stafford Act incidents. Elements of the framework may also be used for significant non-Stafford Act incidents.

The response actions and short-term recovery activities will be implemented immediately following an incident. The PCDRF does not speak to these short-term activities intended to neutralize the immediate threat to life, environment, and property. However, these activities influence recovery activities, necessitating the need for a structure to consider and incorporate recovery implications during the early phases of incident management. The PCDRF encourages the early integration of recovery considerations into the response phase of operations.

As response, short-term and intermediate recovery activities begin to wind down, recovery needs gradually take on a more critical role. The core principles and activities introduced in the PCDRF coexist with the National Disaster Recovery Framework (NDRF) and build upon the NDRF's organizational structure and resources to more effectively address recovery needs.

Scope

This framework will form the foundation for the county and the county's external partners in overcoming the difficulties inherent in post-disaster recovery. The PCDRF covers both short-term and long-term recovery issues. The PCDRF addresses the necessity that government repair infrastructure as well as the needs of individual residents, families, and those of business. The PCDRF recognizes that not all problems that arise while recovering from a disaster will be anticipated or covered by this plan. The PCDRF also recognizes that individual circumstances arising in a disaster may require modification of certain portions of the framework to fit the

circumstances and so is not meant to be a rigid structure. The framework is intended to form a foundation that can be used to guide the county's recovery from any of the myriad disasters that may happen, beginning with the restoration of critical functions, services, vital resources, facilities, programs and infrastructure and continuing through long-term recovery.

Guiding Principles

The Pierce County Disaster Recovery Framework is supported by a set of guiding principles. These principles fit hand-in-glove with the Core Principles found in the *National Disaster Recovery Framework* and like them are intended to maximize the opportunity for achieving recovery success.

Leadership: Immediately after a disaster there is often a leadership vacuum or confusion about roles and responsibilities. Therefore, to retain as much local control as possible, the County should quickly assert a leadership position in critical decisions rather than assuming that role will be inherited or bestowed.

Adaptability: Implementation of disaster recovery activities must be adaptable to the specifics of the emergency event. All disasters create unique circumstances and recovery will be according to those circumstances. Recovery is likely to start while response is still on-going. Recovery activities may take 5 years to plateau, and 10 years or more to complete.

Responsibility: Self-reliance and mutual support together strengthen communities to overcome disasters. When everyone takes responsibility for their own safety and preparedness, the community stands a better chance of recovering, and more resources become available to address community-level gaps in the recovery process.

Interconnectedness: All components in a recovery are connected. Housing, businesses, infrastructure, social and health services, environmental and cultural considerations are all required for a recovery.

Preparedness: Preparedness and planning before a disaster are essential, in order to achieve economic recovery.

Key Decisions: Decisions made during response and short-term recovery can impact long-term recovery.

The New Normal: The community's state of "normalcy" or "equilibrium" after a disaster will be different than before the event.

The big policy question for leaders to grapple with is "will we rebuild to how things were before the disaster, or do we 'reset' and do some things differently?"

- What do regulations of funding sources allow/encourage?
- How does redevelopment fit with GMA requirements?
- If we move in a different direction, what are the private-property concerns?

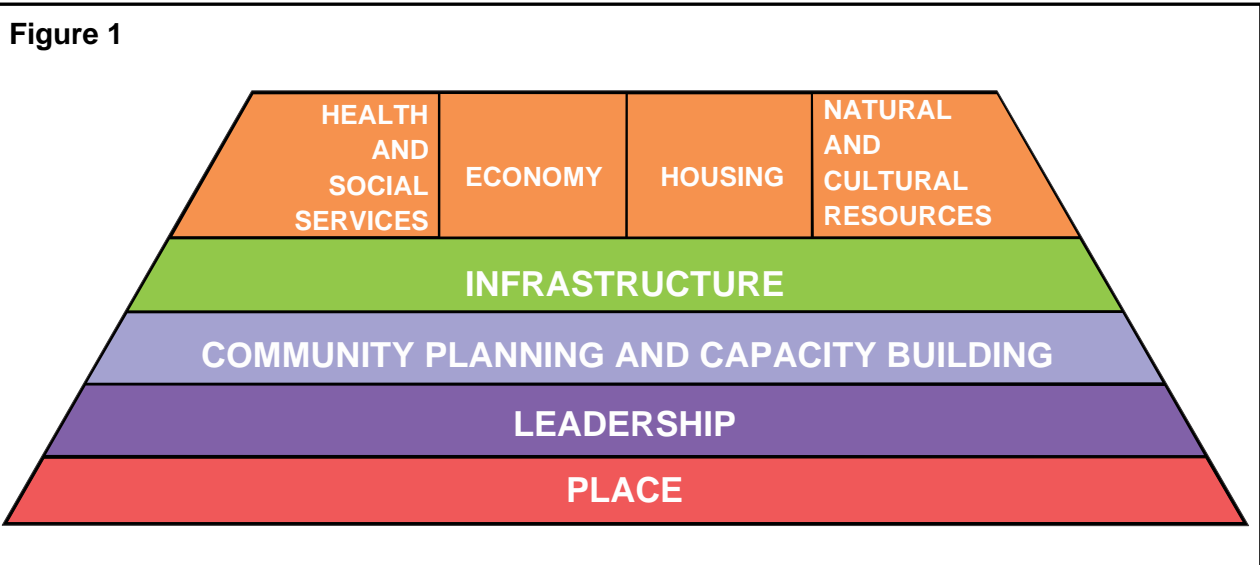
Assumptions

There are a number of assumptions underlying this framework. These assumptions, as always, limit the range of problems anticipated and responses planned. The basic assumption upon which everything is predicated is that the Hazard Identification and Risk Assessment¹ (HIRA) give an accurate picture of Pierce County's vulnerability from the hazards that might impact it. Yet as comprehensive as the HIRA attempts to be, there are always unknown, unrecognized hazards, or hazards whose impact is different from what is anticipated. Other assumptions include:

- Recovery will never recreate the same community that was in existence prior to the disaster.
- Substantial federal assistance will be made available to Pierce 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 major earthquake or volcanic lahar could take many years or even decades before some semblance of normalcy returns. Pierce County is located on the Pacific "Rim of Fire"—home to an active volcano—and subject to great quakes that the county will inevitably experience sooner or later.
- Some disasters may be wide ranging and destructive enough (e.g. a large subduction earthquake or an earthquake on the Tacoma Fault) 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.

SECTION 2. ACHIEVING DISASTER RECOVERY

As depicted in **Figure 1**, elements of community recovery from a disaster are related, and many build one from other. For example, there needs to be a suitable place for recovery to happen. If the ground is compromised and no longer able to support development, recovery efforts must accommodate the change in circumstances. Once the place of recovery is identified, it takes effective leadership and planning to make the other parts of recovery possible. Likewise, repair, replacement and construction of infrastructure is required before many other parts of recovery can proceed. Given a suitable place to recover, effective leadership, good planning and adequate infrastructure, recovery of businesses, housing, social and health services, and natural and cultural resources need to proceed at a balanced pace.



Goals

In the case of Pierce County, the goals and objectives for this framework are:

Goal 1: Rapidly return the infrastructure of Pierce County and essential services to a pre-emergency or pre-disaster condition.

Objectives:

1. Maintain a team of recovery personnel from the various county departments familiar with recovery operations and federal and state reimbursement issues.
2. Maximize the federal and state public reimbursement that is available for local jurisdictions and organizations in Pierce County.
3. Use the Pierce County Emergency Operations Center—a National Incident Management System compliant EOC—to triage, prioritize and guide operations that will expedite the

restoration of critical functions, services, vital resources, facilities, programs, and infrastructure.

4. Ensure continuity of Pierce County government operations to support services.

Goal 2: Assist individuals and businesses with social, economic, and physical/structural recovery to maintain the continuity of a viable community fabric.

Objectives:

1. Be prepared to position disaster recovery center(s) (DRC(s)) in the hardest hit area(s) of the county.
2. Utilize trained teams to respond to areas hit by the disaster to distribute information on topics related to the individual emergency/disaster.
3. Have a current disaster debris management plan in place in the county.
4. Have short-term sheltering plans and long-term interim housing plans in place for displaced persons in the county.
5. Be able to assist businesses set up temporary outlets until their business can move back to normal quarters.
6. Utilize funding mechanisms which can be put into place rapidly to restore the economic base of the county.
7. Have in place support mechanisms to assist individuals in effectively coping with the social and psychological trauma caused by the emergency or disaster.
8. Provide disaster case management support to individuals and families.

Goal 3: Protect the environmental quality of life.

Objectives:

1. Use the best available science in determining how best to repair or relocate away from natural hazard areas.
2. Long-term recovery operations will take into account good environmental practices and work within the constraints of the Growth Management Act and any and all pertinent federal and state environmental laws.
3. Utilize all available federal recovery programs - especially alternate projects and available funds under Sections 404 and 406 of the Stafford Act - to create safer, long-term alternatives to the pre-disaster environment.

Policies

Pierce County will act as the coordinator for county-wide recovery operations in the aftermath of emergencies or disasters that impact the county. This will range from working to assist individuals immediately following the incident with basic needs to formulating long-range plans on the resumption of business and working with state and federal personnel on funding for infrastructure repair and reconstruction.

To do this the county will, as necessary:

- Form joint partnerships with other jurisdictions, governmental agencies, and private-sector organizations to form a cohesive response to the community's needs.
- Coordinate with other entities the housing, feeding, and support needs for individuals and families affected by the incident.
- Collect preliminary damage assessment (PDA) information from all jurisdictions to assist with a Stafford Act disaster declaration.
- Set up the "applicant agent" meeting for all jurisdictions in the County.
- Set up disaster recovery centers (DRCs) in conjunction with the Washington State Emergency Management Division and FEMA.
- Support mitigation measures to ensure that future emergencies will not have the same ill effects as the immediate one.
- Work with the Disaster Survivors Advocacy Team to provide disaster case management to impacted residents.
- Activate the Pierce County Disaster Recovery Task Force after major events that require a broad vision of how the county will recover from a disaster over the long term.

Situation

Pierce County, a county with about 805,000 citizens, is exposed to most of the hazards that can threaten a community. Some like avalanches and subsidence over old mine shafts, by themselves, may threaten the lives and livelihood of only a small portion of the population. Others like a pandemic flu, windstorms and earthquakes could directly impact every person in Pierce County. Some like a lahar will physically devastate a portion of the county and wreak havoc with the economy throughout the rest of the county. Others like pandemic flu will cause no physical damage within the county and yet could have a devastating impact on both the economic base and the population.

The Pierce County Hazard Identification and Risk Assessment (HIRA) is the foundational document for all emergency planning in the county. The HIRA divides the hazards into two distinct groups. The first, natural hazards, includes those that can be found in the natural environment. The second group consists of technological and social hazards. They are shown in **Table 1. Pierce County Hazards**.

Table 1. Pierce County Hazards

Natural Hazards	Technological and Social Hazards
Avalanche	Abandoned Mines
Climate Change	Active Threat/Attack Tactics
Drought	Civil Disturbance
Earthquake	Cyberattack
Flooding	Dam Failure
Landslide	Energy Emergency
Severe Weather	Epidemic/Pandemic
Tsunami	Hazardous Materials
Volcanism	Pipelines
Wildland-Urban Interface Fire	Terrorism
	Transportation Accidents

Many, although not all, of these hazards can create a situation where the county may have to activate its recovery plan. A few like avalanche and abandoned mines, while identified as Pierce County hazards will not create a situation that would require the activation of this plan.

Authority

This Plan is developed under the following local, state, and federal statutes and regulations:

Sections 2.06 and 2.07, Pierce County Charter

Chapter 2.118, Pierce County Code

Chapter 38.52, RCW Emergency Management

Chapter 35.33.081 and 35.33.101, RCW, as amended

Chapter 34.05, RCW Administrative Procedures Act

Chapter 118-30 WAC

Public Law 920, Federal Defense Act of 1950, as amended

Public Law 960-342, Improved Civil Defense 1980

Public Law 93-288 Disaster Relief Act of 1974, as amended

Title III of the Superfund and Re-authorization Act of 1986

Homeland Security Act of 2002

Homeland Security Presidential Directive/HSPD-5

Homeland Security Presidential Directive/HSPD-8

SECTION 3. CONCEPT OF OPERATIONS

Overview

This framework defines the roles of government, private sector, and non-governmental organizations in promoting recovery. The framework's intent is to reinforce the principle that short- and long-term recovery activities quickly emerge from initial response operations.

Relationship to Response Operations

Actions to promote short-term and long-term recovery should commence concurrently with response operations if possible. In any event, steps to promote recovery shall commence as soon as life-saving efforts are completed.

After activation of the Pierce County Emergency Operations Center (EOC), the Pierce County Department of Emergency Management (DEM) director or the director's designee or the EOC manager will appoint a recovery coordinator² early in the response phase. The Citizen Corps' disaster case management system—the Disaster Survivors Advocacy Team—will be notified as soon as possible through the Citizen Corps EOC liaison in recognition of the Corps' key role in short-term recovery for individuals and families.

Other steps include, but are not limited to, setting priorities for recovery of critical functions, services, vital resources, facilities, programs, and infrastructure. The EOC, departmental administrative capacity, infrastructure and services will be expanded as necessary to support recovery operations. EOC personnel will analyze and disseminate information to support good recovery decisions and to keep the public informed.

Evaluation of the incident's impact on the public occurs throughout the response phase and influences the direction of recovery operations related to individuals and businesses.

Damage assessment activities begin in the response phase and are intended to support functions such as mapping locations of damaged property and the subsequent application for federal disaster assistance funds (see Comprehensive Emergency Management Plan, Support Annex 2: Financial Management, for additional information on short-term recovery. See also the Short- and Long-Term Recovery Sections of this 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. See ESF #14 of the Comprehensive Emergency Management Plan.

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 Pierce 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 aid to recover disaster costs.

Because long-term recovery is a partnership among all segments of the community, the Pierce County DEM director will identify DEM 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 Pierce County executive can activate the Disaster Recovery Task Force - representing a broad cross section of the community - to help shape a vision of how Pierce 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.

1. Many of the processes listed in ESF #14 as 1–11 under Short-Term Recovery continue under Long-Term Recovery, albeit with different priorities and emphasis. For example, emergency road repairs made during or immediately after the response phase might suffice for a time but will ultimately need to be brought up to normal road standards during the Long-Term Recovery phase.
2. The Pierce County Economic Development Department will be integrally involved in long-term recovery. Pierce County Economic Development will help obtain and administer small business financing programs as necessary; function as liaison and problem solver for business with local, state, and federal entities; and assist business with relocation within Pierce County. The Pierce County executive will appoint the Economic Development manager to sit as a member of the Disaster Recovery Task Force.
3. The Citizen Corps Disaster Survivors Advocacy Team³ (DSAT) will play a key role by providing disaster case management for individuals and families with unmet needs. In a large disaster incident, the capacity of the team to provide such services will likely be exceeded, in which case a waiting list will be established. The DSAT is designed to quickly integrate into federal disaster case management programs brought into the county by the FEMA and other federal government agencies.
4. OptumHealth Pierce RSN, a private company contracted with the state Department of Social and Health Services, is responsible for delivering disaster mental health services in Pierce County. In addition, FEMA and U.S. Department of Health and Human Services funding for immediate disaster-related mental health counseling is available but must be applied for by the state no later than 14 days after the

presidential disaster declaration. A related program provides counseling for up to nine months and must be applied for within 60 days of the declaration.

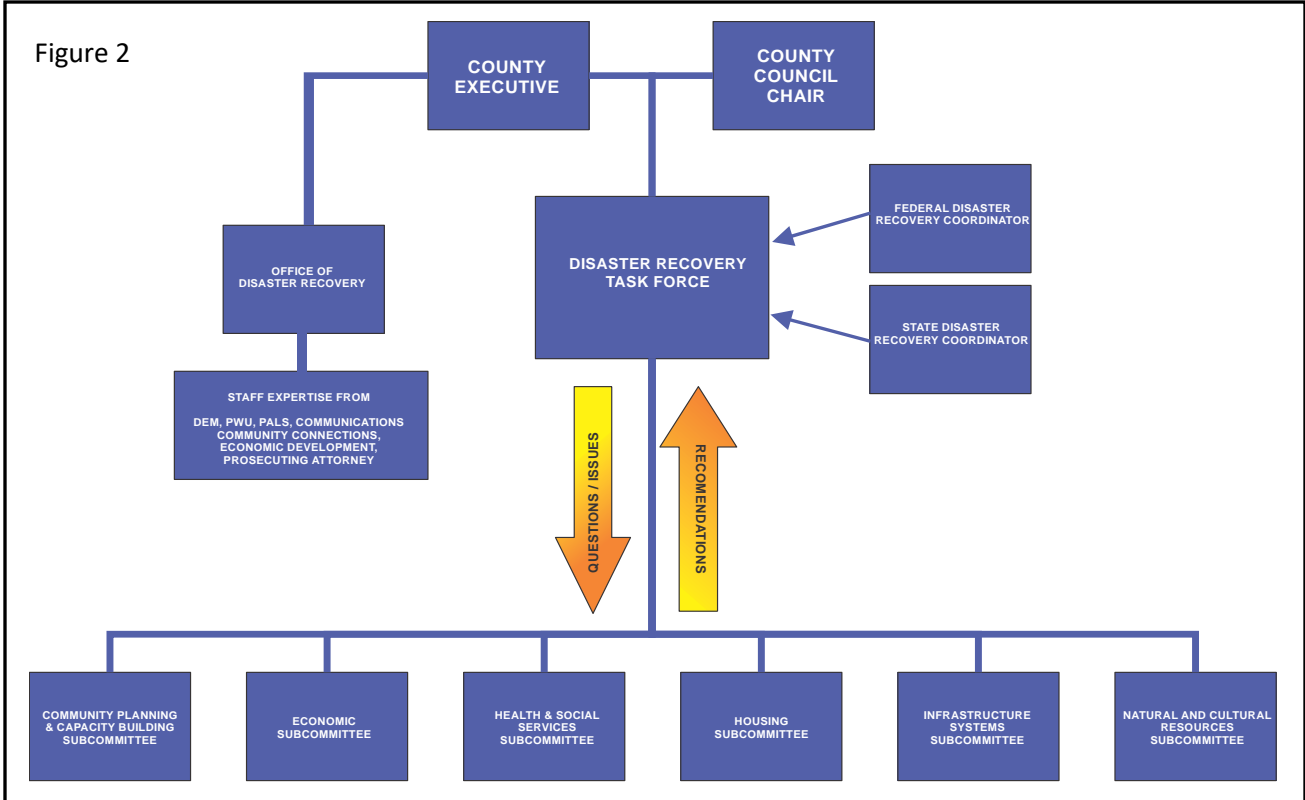
5. Recovery and restoration activities affecting archaeological/historical protected areas that are not emergent or time-sensitive will be coordinated with the state Office of Archaeology and Historic Preservation.
6. Pierce County Planning and Land Services, (PALS) in consultation with DEM, will work to ensure that permitting for reconstruction takes into account the disaster mitigation goals of the county. PALS—in consultation with the Pierce County Economic Development Division—will also take steps deemed appropriate for a speedy economic recovery such as deferring permit fees and fast-tracking permits by working with utilities to allow construction to commence prior to restoration of utility infrastructure.
7. The Hazard Mitigation Committee—comprised of representatives from several Pierce County agencies—will document activities to reduce future impacts in the disaster zone. The DEM will coordinate the committee whose purpose is to ensure that reconstruction takes into account natural hazards, the environment and growth management goals. The committee and DEM will also identify federal mitigation funding opportunities presented by the disaster.

SECTION 4. ROLES AND RESPONSIBILITIES

In the hours, days, months, and years following a disaster, strong and effective leadership will provide the best foundation for a vibrant recovery. The sooner that leadership is exercised, the better are the prospects for recovery. Disasters present opportunities to achieve pivotal community goals related to issues such as economic development, density, open space, infrastructure, services, and environmental mitigation. There may be opportunities to help revitalize areas that had been economically languishing. And there will be lessons from the disaster which will lead to difficult decisions such as whether to prohibit rebuilding in certain areas where disaster will likely strike again or to impose restrictions upon how that rebuilding can occur.

Following a catastrophic disaster, a Disaster Recovery Task Force should be mobilized by County government. The mission of the Task Force is to help guide recovery as the community emerges from the disaster. The Task Force will need to address immediate issues in the transition from response to recovery, as well as long-range issues requiring a vision of the reformation of the community.

As illustrated in **Figure 2**, the Disaster Recovery Task Force will provide advice and direction to the County Executive and County Council and inform the work program for a newly activated Office of Disaster Recovery. The Pierce County Executive and Council Chair will co-chair the Task Force, appoint those members who do not have ex officio seats and convene the Task Force meetings. The Executive will provide staffing for the Task Force until an Office of Disaster Recovery can be activated; at which time, the Office will provide staff support to the body.



The creation of the Task Force in advance of a disaster allows Pierce County to commence without delay after a disaster public dialogue among a group of community leaders who will have already been briefed on disaster issues and provided additional training opportunities. The County Executive will name members to the Task Force prior to a disaster. Before there is a need to activate the Task Force, members will convene for annual meetings during which the membership will be briefed and updated on their roles and responsibilities, and members will be offered a range of training opportunities. The Department of Emergency Management will provide staff support and training to the Task Force during this inactive period. The Department will also develop a “short course” on disaster recovery to be available to all elected officials and Task Force members at least annually. This plan will be exercised periodically.

Smaller, subject-specific subcommittees will provide the Task Force a structure through which they can get multi-disciplinary advice and monitor the progress of disaster recovery efforts.

Disaster Recovery Task Force composition

- County Executive and County Council Chair will co-chair the Task Force
- Elected officials from affected cities and towns
- Business and community leaders
- Sub-committee representatives

Subcommittee composition

- Community members with subject-matter expertise will co-chair
- Staff with subject-matter expertise from the relevant County departments will co-chair
- Staff with subject-matter expertise from cities and towns
- Subcommittee membership will include:
 - Community Planning and Capacity Building
 - County staff co-chair from PALS
 - Community expertise may be drawn from university urban studies programs, commercial and residential building industry, real estate professionals, environmental groups, economic development professionals, low-income housing advocates, utilities and infrastructure providers, chambers of commerce
 - Economic
 - County staff co-chair from Economic Development

- Community expertise may be drawn from university economics programs, commercial building and real estate industry, economic development, chambers of commerce, WA Department of Commerce, utilities and infrastructure providers, banking, finance, insurance
- Health and Social Services
 - County staff co-chair from Community Connections
 - Community expertise may be drawn from the Health Department, area hospitals and medical systems, social service agencies, WA Department of Social and Health Services
- Housing
 - County staff co-chair from PALS
 - Community expertise may be drawn from
- Infrastructure
 - County staff co-chair from PWU
 - Community expertise may be drawn from
- Natural and Cultural Resources
 - County staff co-chair from PALS, PWU or Parks
 - Community expertise may be drawn from

Office of Disaster Recovery composition

The Office should be managed by someone with executive-level experience and an understanding of community and economic development. Staff will be assigned on a “loaned executive” basis from relevant departments, including:

- Budget and Finance
- Communications
- Community Connections
- Economic Development
- Emergency Management
- Parks
- Public Works
- Planning and Land Services
- Prosecuting Attorney

Post-disaster Considerations for the Task Force, Sub-committees, and Office of Disaster Recovery

- Develop a communications plan and establish communications channels.
- Build relationships with local partners as well as state and federal agency officials (reach out to federal agency and elected officials within the first days following an event).
- Ask for federal help (FEMA) getting the assistance of an experienced facilitator to help the group.
- Appoint a Local Disaster Recovery Manager to integrate recovery operations within the National Disaster Recovery Framework.
- Influence the selection of the State and Federal Disaster Recovery Coordinators.
- Influence the assessment conducted under the National Disaster Recovery Framework assessment protocols.
- Set recovery goals and decide what “full recovery” means (should the Comprehensive Plan be the vision, or does the Comprehensive Plan need to change? How will that be decided? How will recognition that the “new normal” will be different be incorporated into the vision?).
- Establish or confirm roles and responsibilities.
- Establish a transparent system to account for resources.
- Assess needs; compare assets to needs to find the gaps, then acquire assets to meet the needs:
 - Develop a fact-based action plan describing unmet needs that includes feedback from “all affected entities and persons”: this is a 30,000-foot outline of unmet needs and plan to address those needs. EDB should be called on to help develop the fact-based business case supporting the plan.
- Set priorities for recovery and assertively advocate for those priorities at the state and Federal levels.
- Assess what waivers are needed to access federal assistance programs and enlist congressional delegation help in getting waivers approved.
- Monitor recovery progress
- Engage and involve the community
- Help citizens understand that things will be different than before the event, that the recovery horizon may be 10 years or more and help them adapt.

Many community-based organizations—particularly non-profit, social-service agencies and faith-based groups—work to help fill the unmet needs of individuals, families, and small-business in the wake of a disaster. Services can range from mucking out an inundated home or cutting and hauling away a fallen tree to complex case management in which disaster victims are guided through the process of accessing the range of assistance they need to get back on their feet.

Central to long-term recovery is the revitalization of a damaged economy. Integral to that effort is the involvement of the business community in forging a vision for the community after a disaster. This plan describes a mechanism for that involvement.

All Pierce County government entities cited herein shall document standard operating procedures which include automatic response of designated personnel for duty at various locations including

the Pierce County Emergency Operations Center (EOC).⁴ This is particularly important as response phase operations transition to short-term recovery phase operations. Personnel and backup personnel should be trained. Each entity shall document and report possible mitigation steps.

When recovery issues cross jurisdictional boundaries, the county shall consult and coordinate with the affected municipalities/jurisdictions.

Community-Based and Private Sector Organizations

The Citizen Corps of Pierce County is a voluntary organization closely connected to DEM and composed primarily of nonprofit agencies, but also of individuals, dedicated to supporting the efforts of the community in emergency preparedness, response and recovery in times of disaster.⁵ Citizen Corps member agencies include local chapters of national organizations working in disaster. Citizen Corps plays a key role in short-term recovery by fulfilling unmet needs not typically addressed by government agencies such as helping to clean-up damaged homes, replacing lost medications, and providing clothing. Some Corps agencies can provide a limited amount of housing assistance such as vouchers for hotels. The Corps also plays a central role in long-term recovery by offering case management services to individuals and families impacted by disaster through the Disaster Survivors Advocacy Team. The Corps will also be a participant in the Pierce County Disaster Recovery Task Force convened by the County Executive.

Utility entities⁶ are too numerous to mention individually in this plan. For example, there are more than 1,500 purveyors of drinking water in Pierce County. Pierce County depends on the water, gas, electric and telecommunications utilities to have their own response and recovery plans and to implement those plans in a disaster. The utilities will gather damage assessment information and report it to the EOC. In past instances of electrical outage, larger power companies have provided representatives to the EOC.

Government

The Pierce County Department of Emergency Management (DEM) will take the lead role in coordinating recovery operations that shall—along with mitigation planning—emerge early in the response phase of an incident. The EOC and the Pierce County Joint Information Center (JIC) play a key role in this effort, particularly in the response and short-term recovery phases of a disaster.

The DEM is the lead agency responsible for sheltering in the wake of disaster⁷ (see Shelter under the Short-Term Recovery Section of this plan).

DEM and the EOC will:

- Coordinate the various governmental entities' recovery efforts through the collection and dissemination of information and the facilitation of inter-governmental/departmental communication and resource utilization. The EOC is the focal point for triage and prioritization decisions regarding the restoration of critical services and infrastructure such as utilities, government operations, medical services, transportation routes, cleanup, debris removal, abatement of dangerous buildings and providing emergent support to residents and businesses.

- Collect, compile and coordinate damage assessment information from public, private, and business sectors. This information will be used to support a Presidential Disaster Declaration which makes available a wide range of federal funding.
- Establish the Damage Assessment Center within the Pierce County Emergency Operations Center to receive calls from residents and business reporting damages and to disseminate information to the callers on how they can obtain assistance from governmental and non-governmental organizations. The center will forward calls seeking help with unmet needs not provided for by government to the Citizen Corps' Disaster Survivors Advocacy Team.
- Prepare a preliminary damage assessment (PDA) which contains information from each impacted jurisdiction in Pierce County as well as such an assessment for county government losses/damages. The PDA is submitted to the state Emergency Management Division.⁸
- Prepare a supplemental justification providing additional details of losses/damages to Pierce County public jurisdictions.
- Coordinate meetings among local public jurisdictions, Washington EMD, and FEMA to fulfill the documentation requirements for obtaining federal recovery program assistance.
- Convene/host "applicant-agent meeting" in which impacted jurisdictions within Pierce County meet with state Emergency Management Division and Federal Emergency Management Agency officials to discuss requirements to receive FEMA public assistance funds in a presidentially declared disaster.
- Produce a project worksheet which enumerates in great detail and provides supporting documentation on losses and damages sustained by Pierce County.
- Disseminate information about the FEMA disaster assistance registration process and specific local, state, and federal programs for citizens and small businesses.
- Assist all county departments, contracted cities and towns, public jurisdictions, Citizen Corps entities and public safety stakeholders in fulfilling the fiscal document requirements needed for a Governor's Proclamation of a Disaster and a Presidential Declaration of Disaster.
- Provide support services to the Citizen Corps and the Disaster Survivors Advocacy Team through the provision of a DEM liaison and by providing space in the EOC during the response and recovery phases of a disaster. The EOC and DEM call takers will refer citizen calls for help with unmet needs to the advocacy team.
- Provide shelter to displaced Pierce County residents. DEM has identified 22 shelter locations (as of the 1/2010 drafting of this document) and executed memoranda of understanding securing their use in an emergency or disaster. Each has trained staff.

- Activate the mutual aid compact with Joint Base Lewis-McChord to make land available on base for FEMA interim-housing community sites in the event of a disaster that destroys a substantial percentage of the county's housing stock.
- Coordinate with telephone companies the restoration of E 9-1-1 communications services. The DEM's Communications Systems Division shall assess and restore the county's radio communication network.
- Provide a seat in the EOC for a local business liaison to help coordinate special needs of business and industry after a disaster.

Pierce County Assessor-Treasurer, in the wake of a disaster causing damage to homes and businesses, will assess structures and reduce assessments where appropriate due to the destruction of or a loss of value to a property. This is a long-term recovery function. The assessor-treasurer has a taxpayer information bulletin which describes the assessment adjustment process that is distributed after a disaster.

Pierce County Economic Development Department will:

- Function as liaison and problem solver for businesses in their relations with local, state, and federal government entities. A division representative will sit at the EOC during activation, as necessary.
- Provide a representative to sit on the Pierce County Disaster Recovery Task Force.
- Participate and advise in the obtaining, distribution and administration of capital dedicated to long-term economic recovery. The funds could be in numerous forms such as venture capital, community development financial institution funds or community development block grants.
- Assist firms in the wake of a disaster with relocation/reconstruction from the site-selection and planning stage, through financing, permitting, development and operations.
- Advise Pierce County government on the impact of permitting on economic recovery.

Pierce County Department of Facilities Management will:

- Preserve the value of county real property assets in the wake of disaster.
- Activate facilities assessment procedures—a facilities inspection checklist maintained by the department—to identify and prioritize maintenance and repairs.
- Begin the process of contracting for either the renovation of damaged buildings or the construction of replacement buildings.
- Participate in the process of finding new commercial space for county offices to replace space made uninhabitable by a disaster or emergency.

- Secure county-owned facilities by assessing damage, searching, and locking buildings, perimeters, etc.
- Protect and secure heating, ventilation, and air conditioning systems in county-owned facilities.
- Work to provide safe and clean facilities and return to use.

Tacoma-Pierce County Health Department⁹ is the lead agency for the coordination of public health services. The Health Department is the lead agency for ESF #8 in the Pierce County Comprehensive Emergency Management Plan. A Health Department representative will be present in the EOC if requested. TPCHD:

- Oversees and coordinates the care of the sick, injured and deceased resulting from an emergency or disaster.
- Promulgates and enforces emergency sanitation standards for proper disposal of garbage, sewage, and debris.
- Responds to and mitigates public health risks from infectious disease or hazardous material spills.
- Oversees the safety of drinking water and food.
- Coordinates and mobilizes medical resources in an emergency or disaster.
- Coordinates pre-hospital, hospital, and medical facilities.
- Provides input (as does Pierce County Human Services) on the coordination of mental health services for the public and health and medical personnel in collaboration with lead mental health provider OptumHealth Pierce RSN.
- Provides ongoing systems and methods for community surveillance with the goal of mitigating and reducing the impacts from local or regional events that could affect public health in Pierce County.
- Provides public health messaging and subject matter expertise to the JIC.
- Ensures emergency shelters meet sanitation codes.
- Coordinates public immunization and prophylaxis.
- Coordinates distribution of Strategic National Stockpile medications and equipment.

- Coordinates alternate care facilities for triaging and treating people during a public health emergency.
- Coordinates planning and development of ESF #8 response plans and procedures with county health and medical partners to proactively prepare for future disaster events.

Pierce County Housing Authority is a public entity operated independent of county government. The Pierce County Housing Authority administers the Section 8, federally subsidized rental housing program and also owns about 1,100 rental units in the county. In the event of a disaster or emergency in which people are displaced from their homes, the Housing Authority can:

- Administer federal housing funds granted in response to the incident.
- Provide access at fair-market rental rates to vacant units in the buildings they own. The average vacancy rate as of the drafting of this document (8/09) has been about 3%, translating to about 33 rental units available at any given time.
- Provide a limited number of Section 8 vouchers (rental subsidies) to disaster survivors meeting income criteria and who have no felony or sex offense record depending on funding and availability.
- Participate in evaluating potential sites for interim housing such as manufactured or park homes provided by the Federal Emergency Management Agency in the event of a larger-scale incident.

Pierce County Human Services (PCHS) responds to the needs of vulnerable populations. PCHS will:

- Provide information to older adults and persons with disabilities on available services.
- Help connect vulnerable people including older adults and persons with disabilities to services.
- Provide case management to help older adults and disabled people remain independent and, in their homes, or living situations.
- Participates in the Pierce County Citizen Corps' Disaster Survivors Advocacy Team.
- Provides input (as does the Tacoma-Pierce County Health Department) on the coordination of mental health services for the public and health and medical personnel in collaboration with lead mental health provider OptumHealth Pierce RSN.
- Administer federal housing funds granted in response to a disaster.
- Provide housing referrals to disaster survivors.
- Conduct health and safety inspections of residential rental properties.

- Administer interim housing projects in collaboration with other government entities.
- Fund contractors to do emergency repairs related to health and safety of property up to a maximum of \$1,500 for qualified households.
- Provide financial assistance for heating bills and install weatherization/conservation retrofits to qualified households (the qualification standard through 9/2010 is less than or equal to 125% of federal poverty rate).
- Coordinate with utility companies the installation or reconnection of service after a disaster.

Pierce County Department of Planning & Public Works¹⁰ has broad short- and long-term recovery responsibilities after a disaster or emergency and is the lead for ESF #3 of the Comprehensive Emergency Management Plan. Through Public Works' divisions, responsibilities include 1,500 miles of roads, 140 bridges, 630 miles of sewer lines, a 28.7 MGD treatment plant, 92 miles of levees and solid waste management. A Public Works representative or representatives will be present in the EOC if necessary. In the wake of an emergency or disaster, Public Works and Utilities are responsible for:

- Inspecting transportation infrastructure, flood control and sewer utilities, county facilities and other appropriate structures for structural integrity and safety. Clearing debris from roadways, including but not limited to mud, ice, snow and fallen trees.
- Assessing damage to county transportation systems, flood control and sewer utilities and returning them to functionality.
- Providing damage assessment information to the Pierce County Department of Emergency Management.
- Making temporary repairs to essential facilities.
- Monitoring National Weather Service forecasts and coordinating with the Army Corps of Engineers' River Control Center to determine the probability of a flooding incident and the potential need for evacuation. Communicating that information to DEM.
- Maintaining close contact and coordination with the Corps of Engineers on emerging flood control issues.
- Supporting county flood control operations including maintaining a stock of sandbags and sand.
- Assisting in traffic control by providing barricades and signage, as necessary.
- Providing a representative/representatives to the EOC, as necessary.
- Taking the steps required to return sewers and water utilities to functional status.
- Serving as lead agency for debris assessment, removal, and disposal/recycling efforts.

- Surveying community damage and assess event specific waste types and volumes.
- Acting as the Pierce County liaison with franchised and private waste haulers for coordination of debris collection.
- Maintaining waste handling agreement with contractor Land Recovery Inc. for disposal of debris and modifying the agreement as necessary for emergency debris management.
- Identifying/facilitating solid waste disposal, recycling, or temporary storage facilities.
- Coordinating Solid Waste Division activities with DEM, as necessary.
- Providing event specific disposal assistance to the public when applicable and when the need is identified.
- Demolishing unsafe buildings.
- Coordinate hazard mitigation activities—with input from DEM—as it relates to land use planning and natural resource management.
- Inspect buildings in the wake of incidents that could damage structures and placard them to indicate habitability status.
- Conduct geo-technical inspections as necessary to ensure soil and slope stability.
- Speed economic recovery by taking steps PALS deems appropriate such as deferring permit fees and fast-tracking permits by working with utilities to allow construction to commence prior to restoration of utility infrastructure.
- Enforce county building codes to ensure the safety of newly constructed and rebuilt facilities.
- Abate hazards in existing buildings.
- Work closely with DEM, Pierce County Economic Development and the Pierce County Disaster Recovery Task Force in matters of building inspections, tagging of unsafe structures, issuance of permits, code enforcement and helping citizens by providing information to facilitate the return to their homes if possible.

The Pierce County Hazard Mitigation Committee¹¹ (HMC) coordinates and directs hazard mitigation implementation prior to and after disasters. The Committee is convened and coordinated by DEM and consists of representatives of several county departments including the Office of the County Executive, Planning and Land Services, Public Works & Utilities, Geographic Information Systems, Economic Development, Risk Management, Facilities Management, and Human Services.¹² The HMC is responsible for determining the direction of mitigation policy recommendations and for reviewing the performance measures and Plan implementation. The Committee will be responsible for collaborating on policies and programs on the county-wide level. Within ninety days following a significant disaster or an emergency event impacting Pierce County, DEM will provide an

assessment that captures any “success stories” and “lessons learned.” The assessment will detail direct and indirect damages to the County, critical facilities, response and recovery costs, and will determine any new mitigation initiatives that should be incorporated into the Pierce County Hazard Mitigation Plan to avoid similar losses due to future hazard events. In this manner, recovery efforts and data will be used to analyze mitigation activities and spawn the development of new measures that better address any changed vulnerabilities or capabilities.

The Recovery Field Teams are activated and coordinated by DEM. Deployed after a disaster, the Recovery Field Teams consist of representatives of several Pierce County government agencies including DEM, Human Services (specifically the Housing Program), and Planning & Public Works. The Recovery Field Teams offer information to Pierce County residents on how they can access county resources to aid in their recovery and seeks detailed information on property damages.

SECTION 5. SHORT-TERM RECOVERY

Overview

This section of the Recovery Plan describes certain key, short-term recovery functions conducted by voluntary organizations, residents, the private sector, and government.

COOP/COG

- The Pierce County Department of Emergency Management (DEM) has a Continuity of Operations Plan (COOP) which embodies key COOP principles including, but not limited to, lines of succession, alternate facilities, preservation of vital records, implementation protocols, essential personnel and requirements for reporting for duty in an emergency or disaster.¹³ The COOP delineates how critical DEM functions, services and programs will be operational during a disaster or emergency. Pierce County agencies—including Public Works, Planning and Land Services, and the Sheriff’s Department—have continuity of operations (COOP) plans that will be activated if necessary in the wake of an emergency or disaster to ensure continuity of critical functions, programs and services and facilitate the restoration of critical infrastructure. Representatives of key agencies report to the EOC—which has extensive communications capabilities and backup power—in the event of a disaster. The DEM COOP plan defines the locations of backup EOCs in case the primary facility is not operational.
- Pierce County government has a Continuity of Government Plan (COG) which includes, but is not limited to, lines of succession, delegation of authority, alternate locations for the seat of government, and implementation of the plan.¹⁴ The COG seeks to ensure that critical Pierce County government functions, services and programs will be operational in the wake of a disaster.

Damage Assessment/Public and Individual Assistance

- Damage assessment begins with initial reports on the type and intensity of damage observed by responders in the field and reported to the Pierce County Emergency Operations Center (EOC).
- If telephones are functioning, the EOC manager, in consultation with the Damage Assessment Center coordinators, will make the decision as to when to start taking damage calls. The Joint Information Center (JIC) is responsible for publicizing the telephone number residents can call to report damage and unmet needs. The Damage Assessment Call Center¹⁵ (DACC) is a separate call center for residents and businesses to call with their reports of damage to begin documentation requirements for a federal disaster declaration and assistance. The individual assistance coordinator establishes and supervises the DACC. The individual assistance coordinator also works with the JIC to ensure that Pierce County residents and private enterprise sustaining damages in an incident know how to begin the process of accessing assistance.
- The damage assessment coordinators (individual assistance and public assistance coordinators) oversee the collection of damage assessment data and ensure that the data is properly compiled to support the goal of obtaining a federal disaster declaration and other

financial assistance. The coordinators maintain initial damage estimate data on the WebEOC database and coordinate with the various jurisdictions within Pierce County Preliminary Damage Assessment (PDA) submissions to the Washington State Emergency Management Division.¹⁶ A description of the coordinators' numerous responsibilities can be found in the DEM database.¹⁷

- All Pierce County departments will begin tracking all disaster-related responses and related expenditures and will report the data to the Public Assistance Coordinator.¹⁸
- Damage Survey Teams¹⁹ conduct what is colloquially referred to as a “windshield” damage assessment because the assessments are made as they drive by in a vehicle. The teams deploy from the EOC with the intent of getting an overall picture of a certain area rather than detailed information on individual structures. Recovery Field Teams (see below) will make subsequent visits and seek more detailed information from the homeowner if possible.
- Recovery Field Teams²⁰ are activated and coordinated by DEM. Deployed after a disaster, the Recovery Field Teams consist of representatives of several Pierce County government agencies including DEM, Economic Development, Human Services, several Planning & Public Works division representatives, and the Tacoma-Pierce County Health Department. The Recovery Field Team offers information to Pierce County residents on how they can access county resources to aid in their recovery and seeks detailed information on property damages. The Recovery Field Teams also seek more detailed information on damages than that obtained by the Damage Survey Teams. Because the team members are scattered throughout several county departments, notification will be made through the PC WARN system or via telephone conducted by DEM.
- Building inspectors, coordinated by Planning and Land Services, shall conduct more detailed assessments of buildings identified as damaged to determine whether the structures are safe, unsafe or should be restricted in use. Inspected buildings will be appropriately tagged and reports of the inspected damages filed.
- Preliminary Damage Assessment Teams composed of federal, state and local personnel from entities such as FEMA, SBA, the Army Corps of Engineers and the Washington State EMD will arrive in Pierce County within a few days after a presidential disaster declaration request has been submitted by the state to determine the validity of IA and PA requests. To prepare for the public assistance visit, DEM will alert impacted jurisdictions of the necessity to expeditiously complete and forward Preliminary Damage Assessment (PDA) forms to DEM, compile those PDAs and prepare a summary of them. To prepare for the PDA team evaluating the IA request, DEM will focus on determining the foci of destruction and arrange to show the team to those locations. DEM will also map areas of significant damage and arrange with the impacted jurisdictions to host the survey teams.
- Prior to the arrival of the PDA teams, DEM will prepare separate supplemental justifications for both Individual Assistance and Public Assistance damages. Supplemental justifications provide the social, economic, and geographic context of the county and delineates the

impact of a disaster. Supplemental justifications are submitted to the state, which requires them in support of a request for a presidential disaster declaration.

Debris Removal

The Pierce County Department of Public Works and Utilities Solid Waste Division is the lead agency for debris removal and recycling. Public Works mission is to pick up or process debris from throughout the County.

- The Pierce County Emergency Debris Management Plan can be found as Support Annex 10 in the CEMP. The plan will be reviewed and revised if necessary, upon completion of the Regional Emergency Debris Management Plan, which is currently under development for the Seattle Urban Area Security Initiative. The Pierce County plan provides guidance for a systematic and coordinated effort to clean-up and remove debris generated during or following any incident that has received an emergency proclamation by, or for, the Pierce County Executive. A more detailed enumeration of debris removal can be found in the Roles and Responsibilities section of this plan under the Pierce County Department of Public Works and Utilities listing.

Critical Public Infrastructure—Roads, Bridges, Levees, Sewers

The Pierce County Department of Public Works and Utilities is the lead agency responsible in the wake of a disaster for restoring county roads and bridges to functional status. Public Works' surface water utility maintains the integrity of 92 miles of levees, two pump stations and 570 miles of pipe. The sewer utility operates a 28.7 MGD wastewater treatment plant tied into 630 miles of sewer lines and 95 pump stations. Public Works maintains detailed emergency response plans for all of these functions which will be implemented in the response and short-term recovery phases of an emergency or disaster. Public Works and Utilities' priority after protecting life, health and safety and mitigating damage to infrastructure is to keep infrastructure systems operational.

Shelter

The Pierce County Department of Emergency Management has identified 12 shelter locations (as of 9/2014) and executed memoranda of understanding to secure their use in an emergency or disaster. The 12 shelters have a total capacity of 300 people and each shelter has trained staff. This number can fluctuate upward if schools are not in session at the time of an incident because school buildings are among the identified shelter site options. Shelter names and addresses can be found in the WebEOC database under sheltering under the specialty boards menu item. Contact information for shelter operators can be found on the DEM database at: O:\Mitigation&Preparedness\Planning\Planning\Shelter Ops. Information is also referenced at endnote 21.

Unmet Needs

- The EOC will notify the Citizen Corps liaison and key members of the Citizen Corps Disaster Survivors Advocacy Team - a group of disaster case managers - of an emerging disaster or emergency situation that might result in the generation of unmet needs such as mucking out homes, replacement of lost clothing or medicines and assistance in negotiating the sometimes bewildering process of applying for financial assistance from the government. If necessary, the Disaster Survivors Advocacy Team will be activated. The liaison and/or representatives of the team will convene at the EOC. The Disaster Survivors Advocacy Team takes in cases transferred from incoming calls to the EOC and the Damage Assessment Center. These calls are screened for unmet needs and transferred to the liaison or Disaster Survivors Advocacy Team members if such needs appear to be present. The case management of each caller who has unmet needs is taken on by a member Citizen Corps agency which will help Pierce County residents meet those needs directly or help them find agencies which can meet their needs. For callers with relatively simple needs—such as mucking out a basement—the case may be handled without assignment to the Disaster Survivors Advocacy Team case management system.
- In the wake of a disaster, the American Red Cross—a Citizen Corps member agency—may set up Family Assistance Centers in the impacted area where people can receive assistance with food, clothing, clean-up kits and be directed to shelters or be provided temporary lodging.
- If necessary, Pierce County DEM will activate shelters in pre-identified locations.²¹
- In a federally-declared disaster, the Federal Emergency Management Agency will set up Disaster Recovery Centers (DRC) centrally located to the impacted population where residents can receive information on housing assistance and rental resource information, answers to questions, resolution to problems and referrals to agencies that may provide further assistance. The Small Business Administration may have a representative at the site. DEM plays an integral role in locating the site for the DRC.

Volunteer and Donations Management

As of the drafting of this document (September 2014), Volunteer and Donations Management is undergoing review and is in great flux on a state and regional level. A Volunteer and Donations Management software program called Aidmatrix has recently been adopted by the state and offers great efficiencies in locating and routing donations to where they are needed. A group of eight Puget Sound counties—led by Pierce County and working under a FEMA catastrophic planning grant—is working to develop a regional approach to volunteer and donations management. The Pierce County Citizen Corps Council is becoming an increasingly robust organization and its role is expanding greatly. What follows is drawn from the Volunteer and Donations Management Support Annex²² to the Pierce County Comprehensive Emergency Management Plan.

Donations:

- The Salvation Army will take the lead in managing donated goods - bulk or individual contributions, solicited or unsolicited - in the event of a disaster in coordination with the Emergency Operations Center.
- When an incident of significant magnitude occurs that may cause an influx of solicited or unsolicited donations, the EOC logistics section chief will notify the EOC donations coordinator.
- Upon plan activation, the Pierce County Joint Information Center will inform the public that providing monetary donations to non-profit and faith-based organizations active in a disaster is the most helpful act of giving. The public will be instructed not to send material goods.
- The EOC donations coordinator—in concert with The Salvation Army—will establish a donations reception center where donated goods can be received, screened, sorted, catalogued, packaged, and stored for distribution. Tracking of the goods will be accomplished through Aidmatrix or other spread-sheet software.
- Pierce County will not accept monetary donation and will refer such donations to non-profit and faith-based organizations assisting in disaster efforts.

Volunteers:

- When an incident of significant magnitude occurs that may result in an influx of volunteers, the EOC logistics section chief will notify the EOC Citizen Corps Liaison Coordinator to establish the Volunteer Reception Center (VRC). The coordinator will work closely with liaisons from Citizen Corps agencies in the management of volunteers. The VRC will be the coordination point where volunteers are registered, managed, and deployed.

SECTION 6. LONG-TERM RECOVERY SUPPORT FUNCTIONS

Overview

This section of the Recovery Framework describes certain key, long-term recovery functions conducted by voluntary organizations, residents, the private sector, and government. Because there is no sharp demarcation separating short-term recovery from long-term recovery, there will necessarily be some overlap between this section of the Recovery Framework and the Short-Term Recovery Functions section.

Recovery Support Functions

- Community Planning and Capacity Building RSF
- Economic RSF
- Health and Social Services RSF
- Housing RSF
- Infrastructure RSF
- Natural and Cultural Resources RSF

Economic RSF

Core Principles

- 1) Long-term community recovery is dependent upon economic recovery, which in turn is dependent upon business recovery. Therefore, all economic recovery decisions should be screened through a filter of how they will help or hinder businesses.
- 2) Impacted businesses will most likely be losing money during response and the first stages of recovery. As a result, business operators will be in the midst of making many very difficult decisions and will need the best information available.
- 3) To resume operations, businesses need a place to work with functioning utilities, people to do the work, customers to sell to and suppliers to buy from, information about what is working and what is broken in the community, and a stable operating environment.
- 4) Recovery dollars should be kept within the county's economy. As funding for reconstruction and recovery flow into the county, every effort should be made to keep them here by working with local contractors and labor. This supports the continued rebuilding of the community.

Mission

The mission of the Economic RSF is to sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents.

Assumptions

The Economic RSF assumes:

- A significant portion of Pierce County has sustained damage due to a large-scale or catastrophic disaster.
- State and Federal technical and financial assistance will be made available for recovery efforts but may take a significant amount of time before those resources are made available.
- Law and order has not been disrupted or has been restored.

Goals

- Resumption of significant economic activity
- Retention of businesses existing prior to the disaster
- Retention of the workforce

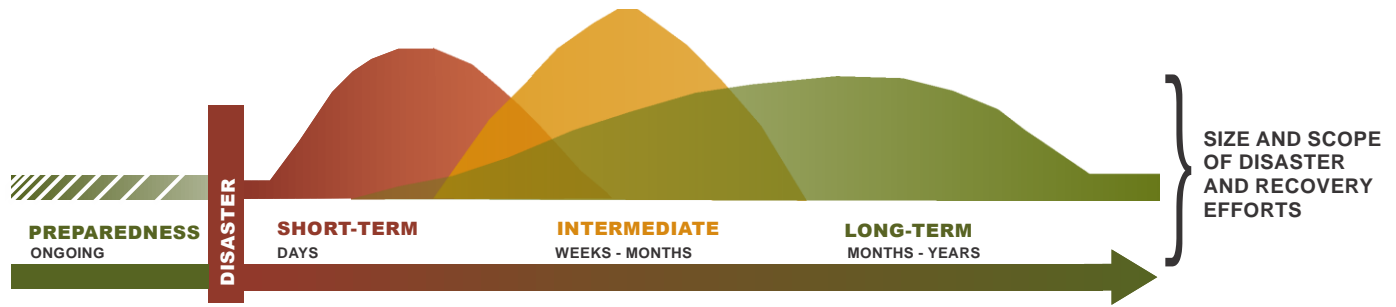
Function

The core recovery capability for economic recovery is the ability to return economic and business activities to a state of vitality. Economic recovery is a critical and integral part of recovery. The speed and effectiveness of recovery depend upon quickly adapting to changed market conditions.

The attraction of outside investment and the role of the private sector cannot be understated as foundational in a community's economic recovery. Thus, the role of the Economic RSF is to leverage public resources, information, and leadership to create an environment attractive for private investment.

Local community leadership directs long-term economic recovery efforts. This requires the sustained engagement of possibly months or years by recovery leadership. That leadership will be most effective by engaging pre-disaster community, involving them in the disaster planning and mitigation process. The specific actions presented in this RSF will help Pierce County recover quickly and build the strongest economy possible.

Figure 3. Continuum of Disaster Response and Recovery for Economic RSF



Indicators of recovery progress

Preparedness	Response and short-term recovery	Intermediate recovery	Long-term recovery	Steady state
<p><i>Examples include:</i></p> <ul style="list-style-type: none"> • Businesses have disaster plans • Businesses are registered as FEMA contractors • Emergency bridge-loan fund is established • Elected officials are familiar with recovery plan 	<p><i>Examples include:</i></p> <ul style="list-style-type: none"> • Economic Recovery Subcommittee has convened and started working • Damage assessments are being completed • Federal and State partners are actively supporting recovery efforts 	<p><i>Examples include:</i></p> <ul style="list-style-type: none"> • Public infrastructure is getting repaired • Hardware and grocery stores, gas stations, schools, and day care facilities are open • Other businesses are reopening • Residents are repairing/rebuilding homes 	<p><i>Examples include:</i></p> <ul style="list-style-type: none"> • Public infrastructure repair is being completed • Economic indicators are stabilizing • Insurance claims are being settled • Businesses are opening and workers are working 	<p><i>Examples include:</i></p> <ul style="list-style-type: none"> • Public infrastructure repair is complete • Economy is stabilized • Population is growing • Businesses are preparing and mitigating for next disaster

Considerations and Capabilities

The Pierce County Disaster Recovery Framework recognizes there are nine fundamental post-disaster considerations common to nearly all disasters; they are...

- Community Planning: Consideration of community-driven economic recovery planning efforts and issues.
- Cash Flow: Consideration of individual, business and jurisdiction cash flow issues.
- Business Resumption: Consideration of businesses returning, rebuilding concerns/issues, capital access resources and business planning.
- Finance and Insurance: Consideration of access to capital issues, insurance payments/coverage issues.
- Workforce Development: Consideration of post-disaster labor demand with supply, retraining programs, the unemployed, temporary employment, etc.
- Economic Development: Consideration of accelerated project development, repurposed initiatives, job creation opportunities and other associated issues.

- **Small Business:** Considerations for small business issues like business planning, capital resources and the need for technical assistance.
- **Marketing and Communications:** Considerations for promoting active and consistent communication between local, state, tribal, territorial, insular area, Federal and private-sector stakeholders regarding the issues and opportunities affecting the economy.
- **Assessment and Evaluation:** Consideration for the access, collection, and analysis of economic recovery-related data.

The following tables list a variety of capabilities and actions related to each of those considerations.

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Table 1. Community Planning

#	Need	Action	Actor	Local Capability
Pre-Disaster				
E1	Before businesses can return to normal operations, workers must be ready to return to work	Encourage employees to understand risks and to have a personal plan for surviving and recovering from a disaster	Individual Businesses	Technical assistance and sample plans are available from Pierce County, Washington State, SBA, IEDC and others
E2	Businesses that plan for recovery are more likely to reopen and stay open after a disaster	Develop a disaster plan for the business	Individual Businesses	Technical assistance and sample plans are available from Pierce County, Washington State, SBA, IEDC and others
E39		Volunteer to staff the business liaison position at the EOC, or to serve on the Recovery Task Force or a subcommittee		
E3	Post-disaster recovery can be achieved more quickly if community planning is already in place	Include disaster recovery considerations in the update of the Comprehensive Plan	Pierce County	PALS has staff familiar with land-use planning and has developed plans for much of the unincorporated area
E4	FEMA has strict rules about funding upgrades from pre-disaster conditions; such upgrades must be required by the permitting authority and be in pursuit of future disaster mitigation	Adopt a repair and reconstruction ordinance so that FEMA funding will pay for rebuilding to current standards	Pierce County	This is an action within the normal activities of Council, but requires some debate to determine if the public benefit will outweigh possible costs to the private sector

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

E38		Assemble a cadre of businesspeople to staff the Business Liaison position in the EOC		
Post-Disaster				
E5	If a disaster causes significant displacement of workers, workforce housing will be needed before businesses can reopen	Establish temporary emergency housing	Pierce County; Housing Authority; Red Cross	Local capacity is severely limited and will require significant assistance from outside agencies
E6	If businesses incur severe damage, especially in areas integral to their communities, they will need a place to operate if they are to survive	Establish temporary alternative business locations (portable business district) in areas where return of the community is possible and likely	Pierce County; cities and towns	Jurisdictions can designate where temporary business districts can locate, but funding supportive infrastructure will require assistance from outside agencies

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Table 2. Cash Flow

#	Need	Action	Actor	Local Capability
Pre-Disaster				
E7	Immediately after a disaster, businesses may have urgent capital needs, but there is generally a substantial lag before insurance settlements and other sources of cash can be accessed	Develop MOU with EDB to serve as administrative home for business loan fund, and find a way to capitalize the fund in the event of an emergency (local banks? Foundations? ???)	Pierce County; EDB; local foundations and businesses	Pierce County has experience with loan funds, and the EDB is a non-profit corporation that can serve as the administrative home for quickly establishing an emergency loan fund
E8		Develop relationships with ShoreBank (craft3.org) and other CDFI's to access Treasury Dept. CDFI fund for small business recovery	Pierce County; CDFI's	CDFI's have experience with certain business loan programs for distressed areas, and access to funds for capitalization of loan programs
Post-Disaster				
E9	Immediately after a disaster, businesses may have urgent capital needs, but there is generally a substantial lag before insurance settlements and other sources of cash can be accessed	Activate post-disaster business loan fund	Pierce County; EDB; other funding partners	Pierce County and the EDB will have the ability to activate a loan program created before occurrence of a disaster
E10		Facilitate access to government assistance (SBA, HUD, USDA)	Pierce County; Federal agencies	Pierce County can help staff Business Assistance centers in locations affected by the disaster to help businesses access state and federal programs

Table 3. Business Resumption

#	Need	Action	Actor	Local Capability
Pre-Disaster				
E11	Businesses that are registered with FEMA are better positioned to get contracts for clean-up, rebuilding and recovery work than those that are not registered	Get registered as FEMA contractor	Individual businesses	Businesses can complete the required paperwork to become registered, and maintain that status
E12		Help businesses get registered as FEMA contractor	Pierce County; Washington State	Pierce County and the State can provide information on registration requirements and assist businesses through the process, and maintain a list of registered companies
E13	After a disaster, access to some areas may be restricted to protect lives, property, and control undesirable behavior, but supplies may be needed in those areas	Help companies that move freight understand the Commercial Vehicle Pass System, so they are prepared and know how to get passes	Pierce County; Washington State; businesses related to freight movement	Pierce County and the State can provide information and educational opportunities regarding the pass system, and help businesses get set-up in the system before a disaster strikes
E14		Document a reentry plan for affected areas	Pierce County; Washington State; cities and towns	Jurisdictions can work together before a disaster to develop a plan that will guide policies and actions related to reentry after a disaster
E15	Understanding before a disaster which transportation routes are most critical for the movement of goods will make it easier to set priorities for getting routes open after a disaster	Identify key transportation routes for freight movement	Pierce County; WSDOT; Cities and Towns; businesses related to freight movement	Jurisdictions can meet with businesses, and review traffic data, to understand traffic patterns and agree on priority routes

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E16	After a disaster, the volume of buildings needing inspection and permit applications for rebuilding and repairing buildings will be enormous, and could overwhelm the capacity of inspectors and permit reviewers at normal staffing levels	Develop post-disaster permitting plan to facilitate repair/rebuilding; consider a mutual aid agreement with other permitting agencies	Pierce County; other jurisdictions	Jurisdictions can develop create agreements which assure that during times of crisis they are able to share workforce and resources to facilitate recovery efforts
E17		Pre-certify engineers to perform post-disaster building assessments, and encourage/assist them to keep certifications current	Pierce County; Washington State; private-sector inspectors	Pierce County and Washington State can work together to pre-certify engineers who can be called to assist with post-disaster assessments, and develop a program to help them keep certifications current
Post-Disaster				
E18	After a disaster, many buildings and significant portions of the public and private infrastructure may be damaged or destroyed. Each piece of damaged property is important to someone, but some components serve many people, or allow the provision of goods and services necessary to satisfy basic needs.	Assure transportation routes are open and utilities get restored; prioritize opening of transportation routes to facilitate commerce; make freight movement a top priority	Pierce County; Washington State; cities and towns	Pierce County can perform damage assessments, and determine the order in which assessments are conducted; along with Washington State and cities and towns, public infrastructure can be repaired in an order that facilitates the quickest resumption of workforce availability and commerce
E19		Prioritize assistance to schools and day care centers so workers have a safe place for their children		

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E20		Prioritize assistance to hardware stores and home centers so people can start fixing their homes and businesses		
E21		Prioritize assistance to grocery stores and gas stations so people have food and fuel		
E22	After a disaster, the volume of buildings needing inspection and permit applications for rebuilding and repairing buildings will be enormous, and could overwhelm the capacity of inspectors and permit reviewers at normal staffing levels	Call on the cadre of pre-certified engineers to conduct site inspections and assessments as quickly as possible so people can reenter homes and businesses and get needed repairs started	Pierce County; Washington State; cities and towns; private-sector professionals	Parties to interlocal and mutual-aid agreements can activate those agreements and provide the professional expertise necessary for rapid damage assessment, plan review and building inspections
E23		Implement permitting plan so people can start rebuilding; exercise mutual-aid agreements where necessary		

Table 4. Finance and Insurance

#	Need	Action	Actor	Local Capability
Pre-Disaster				
Post-Disaster				

Table 5. Workforce Development

#	Need	Action	Actor	Local Capability
Pre-Disaster				
Post-Disaster				
E24	After a disaster, many workplaces may be disrupted or closed, either temporarily or permanently. To avoid significant population loss, the labor force will need opportunities to earn a living, without which they will likely seek opportunities elsewhere	Work with WorkSource to develop a pool of local labor that can be drawn from for clean-up and short-term recovery activities	Pierce County; WorkSource	Pierce County can help identify recovery projects and labor needs, and WorkSource can catalog and identify workers to fill those needs

Table 6. Economic Development

#	Need	Action	Actor	Local Capability
Pre-Disaster				
Post-Disaster				

Table 7. Small Business

Need		Action	Actor	Local Capability
Pre-Disaster				
Post-Disaster				
E25	During recovery from a catastrophic disaster, significant amounts of money may be available for repair and reconstruction efforts. If those funds go to firms from outside the area, they may flow through the region, but their impact will increase the longer they circulate within the local economy	Make every effort to keep recovery dollars circulating locally by sourcing goods and services from local firms as much as possible	Pierce County; Washington State; cities and towns	Public agencies can, to the degree allowed by law, give preference to purchasing goods and services from local firms, provided those goods and services are priced competitively
E26		Provide information on local firms that can help with reconstruction and recovery	Association of General Contractors; Master Builders Association; Chambers of Commerce	Professional, trade and business associations can help identify businesses that are locally owned and have a reputation of reliability and ethical business practices, and can communicate to them opportunities for contracting recovery on recovery projects

Table 8. Marketing and Communications

#	Need	Action	Actor	Local Capability
Pre-Disaster				
E27	During the frenzy of disaster response and early recovery is not the time to be wondering who to call	Keep an updated copy of the IEDC’s annual list of Federal contacts	Pierce County	Pierce County can annually contact IEDC and keep a copy of their list of Federal emergency-response and recovery contacts
E28	Many organizations have extensive lists of contacts within the business community. Developing a network of organizations willing to “push” messages after a disaster will make communicating important information easier and more coordinated	Compile a list of contact lists and pre-establish agreements regarding information distribution after a disaster: find out who has extensive business lists and is willing to help broadcast information to the business community, make contact with them get informal agreement.	Pierce County; EDB; Chambers of Commerce; Port; Business Examiner; Association of Realtors; Master Builders Association; Associated General Contractors	Pierce County can compile a list of organizations that keep business contact lists and discuss with them their willingness to help distribute information after a disaster
E29	If people know ahead of time how to find relevant information, they will be better prepared after a disaster to get the information they need to stay safe and understand current conditions	Publicize how to access information via the DEM portal	Pierce County	Pierce County makes information available via the internet on a wide range of emergency-related topics. The County can increase public education efforts to raise awareness of this resource

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E30	Immediately after a disaster, some resources are likely to be scarce, and needed for emergency response. Some companies may have stockpiles of needed supplies, but those supplies are vital to their business process. Often, they might be willing to share during an emergency, but we need to approach them in an appropriate way.	Identify ways businesses can help with recovery, and talk to larger firms about how they want us to approach them when we need assistance	Pierce County	Pierce County can meet with businesses to better understand their plans, needs and capabilities, and keep an up-to-date contact list
E31	One of the greatest needs for businesses and the general public during response and recovery is information. Maps can provide an information-dense mode of communication for a variety of topics.	Review current maps the county provides via the Web to see what has value and what is missing	Pierce County	Pierce County research to find what types of information have proven useful in past recoveries, and can use its GIS capabilities to create maps that will useful after a disaster
E32	Understanding what businesses need after a disaster will help inform the decisions we make regarding policies and resource allocation. Knowing who to call ahead of time will make contacting them after an event easier.	Compile and keep updated contact list for major businesses and utilities, and the best contact position	Pierce County	Pierce County can contact the major businesses and utilities to find the preferred contact position within the company, and can keep the list regularly updated and maintained

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E33	The more people know about being prepared and what to expect after a disaster, the easier it should be to respond to a recover from a catastrophic event.	Develop a “road show” on disaster preparedness, the recovery plan and what to expect after a disaster	Pierce County	Pierce County can visit with business groups and civic organizations, and present information on the importance of preparedness, what to plan for, how to plan, and what to expect after a disaster
E34	Experience has shown that when the electricity is out in a large part of the community, it becomes very difficult to get information out to the general public. Planning ahead of time to find alternative communication channels will help to establish mass communications more quickly and effectively.	Make plans for delivering information when there is no power (portable message boards used for road construction; businesses that have back-up generators running reader boards; ???)	Pierce County	Pierce County can create an inventory of portable message signs owned by local jurisdictions, and contact businesses to find those with generators and electronic signs that are willing to participate in information sharing after a disaster
E35	Few people or small businesses do much planning for disaster preparedness. Having peers promote the idea may make it seem more important.	Encourage Chambers, National Federation of Independent Businesses, Association of Washington Business, etc. to promote disaster preparedness	Pierce County	Pierce County can contact business associations and advocacy groups and urge them to make the importance of disaster preparedness and planning one of the messages they regularly communicate to their membership and other audiences

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Post-Disaster				
E36	After a disaster there will be much information people will need to start the process of recovery, and much misinformation circulating as rumors. Staying ahead of the tidal wave of information will require creating a portal that provided comprehensive, accurate and relevant information	Provide a single point of contact for information for community members, and keep information constantly updated, especially regarding the state of infrastructure and utilities, where to get assistance, what assistance is available, existing hazards, County plans and initiatives, consumer protection	Pierce County	Pierce County can create an information plan that will guide the messaging on all channels, and help to keep public communications consistent, current, and meaningful
E37	As the community starts to recover, the world beyond will cling to the image of a broken place, until that image is replaced with one of vibrancy. This is made more difficult because the disaster and its aftermath will be covered by news media, but the recovery will not	Provide constant and consistent messaging outside the community (we may have taken a hit, but we're getting back on our feet and we're open for business)	Pierce County; Tacoma Regional Convention and Visitors Bureau	Pierce County and the CVB can develop a campaign and messaging strategy to publicize achievements and current conditions, and stimulate interest in returning to the community to visit, invest and live

Table 9. Assessment and Evaluation

Need	Action	Actor	Local Capability
Pre-Disaster			
Post-Disaster			

Health and Social Services RSF

Core Principles

Mission

Assumptions

Goals

Functions

Considerations and Capabilities

Outcomes

*Currently being developed

Housing RSF

Mission

Assumptions

Goals

Functions

Considerations and Capabilities

Outcomes

*Currently being developed

Infrastructure RSF

Mission

Assumptions

Goals

Functions

Considerations and Capabilities

Outcomes

*Currently being developed

Natural and Cultural Resources RSF

Mission

Assumptions

Goals

Functions

Considerations and Capabilities

Outcomes

*Currently being developed

Community Planning and Capacity Building RSF

Core Principles

Mission

Assumptions

Goals

Functions

Considerations and Capabilities

Outcomes

*Currently being developed

Endnotes

(NOTE: hyperlinks are only functional when logged into the Pierce County Department of Emergency Management database)

¹ The HIRA can be found on the DEM database at: P:\Planning\Planning\HAZARDS\HIVA-PC\County2009

²The Recovery Coordinator position can be found in the DEM database under Annex C EOC Position Checklists at: O:\EOC Plans\2005 Final\Complete EOC Plan for Printing (search for Recovery Planning Unit Leader/Coordinator within the lengthy document)

³ See Disaster Survivors Advocacy Team standard operating procedure at: P:\Mitigation & Recovery\Recovery\Recovery SOPs

⁴ All Pierce County government departments have continuity of operations plans.

⁵ See Citizen Corps Council of Pierce County 2009 Bylaws

⁶ See ESF #12 of the Pierce County Comprehensive Emergency Management Plan.

⁷ See draft of ESF #6 which gives the lead sheltering role to DEM.

⁸ See standard operating procedures for coordinating the public assistance process at P:\Mitigation & Recovery\Recovery\Recovery Plan\SOP for Coordinating the Public Assistance Process.doc. Further information can be found in the Long-Term Recovery section of this plan and accompanying endnotes.

⁹ See ESF #8 of the Pierce County Comprehensive Emergency Management Plan.

¹⁰ See ESF #3 of the Pierce County Comprehensive Emergency Management Plan.

¹¹ For detailed information on the Hazard Mitigation Committee, the Pierce County Department of Emergency Management database at \\EME\EME2\MITIGATION&PREPAREDNESS\Mitigation & Recovery\Jurisdictions\Pierce County\Mitigation Update 2009

¹² The HMC is defined and promulgated by the Addendum Region 5 Hazard Mitigation Plan 2009 - 2013.

¹³ See Pierce County Department of Emergency Management Continuity of Operations Plan. It can be found on the DEM database at S:\MIT_PRE_SHARE\Plans.

¹⁴ See Pierce County Continuity of Government Operations plan. It can be found on the DEM database at P:\Planning\Planning\COOP\County Plan

¹⁵ Standard Operating Procedures for setting up the Damage Assessment Center can be found on the DEM database at P:\Mitigation & Recovery\Recovery\Recovery SOPs\Damage Ctr Setup SOP.doc

¹⁶ Standard Operating Procedure for transmitting IA data from the EOC's Damage Assessment Center to the state Emergency Management Division at the end of each daytime operational period during an EOC activation. P:\Mitigation & Recovery\Recovery\Recovery SOPs\Transfer of IA Data.doc

¹⁷ Standard Operating Procedures for Recovery Field Teams can be found on the DEM database at: P:\Mitigation & Recovery\Recovery\Recovery SOPs

¹⁸ Standard Operating Procedures for both the Public Assistance Damage Assessment Coordinator and the Individual Assistance Damage Assessment Coordinator can be found in the DEM database at P:\Mitigation & Recovery\Recovery\Recovery SOPs\Damage Assessment Coordinators-SOP.doc

¹⁹ Procedures for fielding damage survey teams can be found on the DEM database within the Damage Assessment Coordinator SOP at P:\Mitigation & Recovery\Recovery\Recovery SOPs

²⁰ Standard Operating Procedures for Recovery Field Teams can be found on the DEM database at P:\Mitigation & Recovery\Recovery\Recovery SOPs\Recovery Field Team SOP.doc

²¹ See DEM database, at P:\Shelter Ops\Shelter\Facility Information\Facility Matrix.xls

²² See Volunteer & Donations Management Plan 2009 Draft, (a CEMP support Annex) on the DEM database at P:\Citizen Corps\VaDM Plan\Old VADM plans\VaDM_Plan_2009.doc