

# Missouri Disaster Recovery Framework

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# Missouri Disaster Recovery Framework (MDRF)

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# Missouri Disaster Recovery Framework (MDRF)

## EXECUTIVE SUMMARY

Based on the National Disaster Recovery Framework (NDRF), the Missouri Disaster Recovery Framework (MDRF) incorporates proven recovery principles, aligns with the national coordination structure to better address gaps and needs, avoid duplication of efforts, and leverage resources during long-term recovery. The coordination structure identifies leadership positions, defines roles and responsibilities, and encompasses all functions of a community.

Key leadership positions include State and Federal Disaster Recovery Coordinators, Local Disaster Recovery Managers, and Recovery Support Function Coordinators. Six Recovery Support Functions (RSFs) address the core capabilities needed for a community to recover successfully from a disaster or other adverse event. The six areas are: Economic, Health and Social Services, Housing, Infrastructure Systems, Natural and Cultural Resources, Agriculture, and Community (local management and planning capacity).

State-level coordination generally is needed when disaster impacts overwhelm local capabilities and are widespread, catastrophic in nature, or create cascading effects across multiple sectors. When recovery is approached in a comprehensive manner, the many partners representing these functional areas coordinate to bring about full recovery and redevelopment in the most efficient manner. Effective recovery efforts are locally led, inclusive of the whole community, collaborative, unified, data-driven, strategic, and adaptable.

# Missouri Disaster Recovery Framework (MDRF)

## INTRODUCTION

The Missouri Disaster Recovery Framework (MDRF) is the result of a collaborative effort across state agencies to enhance the long-term recovery capabilities of the State of Missouri and its partners, communities, and citizens. The MDRF fosters a comprehensive and collaborative approach to recovery and resiliency statewide. Resilient communities are better able to withstand and rebound from natural disasters or adverse events, capitalize on post-disaster opportunities, and mitigate against future damages.

## Purpose & Audience

The MDRF is a guide designed to ensure better recovery planning, effective communication and coordination, and strategic collaboration at all levels of government and with whole community partners. This framework defines how communities, stakeholders, partners, and all levels of government can best work together before, during, and after a disaster or other event to meet the long-term recovery needs of Missouri's impacted residents, businesses, and communities.

## Authorities

The MDRF is patterned after the National Disaster Recovery Framework (NDRF), which is one of five preparedness frameworks aimed at strengthening the security and resilience of the United States through better preparation at all levels. The Federal Emergency Management Agency (FEMA) is responsible for the NDRF as well as the National Response and Mitigation Frameworks.

The MDRF is a vital component of Missouri's All-Hazards Planning, housed at the State Emergency Management Agency (SEMA).

## Missouri Background

Comprised of 70,000 square miles, Missouri is organized into 114 counties and one city not within a county and populated by more than six million people. Geographically diverse, the state sits on the eastern edge of the Great Plains and contains fertile prairie land dissected by rivers and streams. These meet the Ozark region in the south and east, which contains highlands, ridges, and high rocky bluffs that crest 1,100 to 1,700 feet. Home to a number of large lakes and rivers – including the Mississippi and Missouri – the state is rich with water and other natural and cultural resources.

Missouri's economy is as diverse as the geography: from the agricultural belt in the north to the hospital-education-government complex in the central region, the tourism sector in the Ozarks, and the cosmopolitan economic centers of St. Louis, Kansas City, and Springfield. This economic diversity, one of the strongest in the nation, is combined with one of the lowest costs of living.

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Missouri has a history of frequent severe storms, flooding and wind events as well as periodic winter storms, ice storms, droughts, and wildfires. The state has been impacted by Presidentially declared disasters more than 30 times from 1998-2018. Given the typical frequency of disasters, state agencies and many local communities are very experienced in response and intermediate recovery. SEMA and the Department of Economic Development (DED) have administered many federal pass-through grants for rebuilding and mitigation. Mitigation projects completed since the 1993 floods have alleviated much damage near the many rivers and lakes.

Traditionally, long-term recovery has reverted to the regular missions and duties of state agencies, Missouri Voluntary Organizations Active in Disaster, and The Governor's Faith-Based and Community Service Partnership for Disaster Recovery (The Governor's Partnership). However, the State of Missouri has supported formal long-term recovery efforts in partnership with FEMA during three disaster recovery efforts: 2011 Joplin tornado, 2015/2016 winter flood, and 2017 spring flood. The formal development of a state recovery framework began in 2017 when the Governor stood up a coordination structure that aligns with the NDRF, appointing a State Disaster Recovery Coordinator and activating all six Recovery Support Functions. State agencies and select whole community partners began drafting the first version of this document. In 2019, the state hired its first dedicated, full-time State Disaster Recovery Coordinator (SDRC).

## Long-Term Recovery Overview

Recovery is the process of returning a community to a state of normality after a disaster or other event, although the event may create a new normal. The recovery process is described as a sequence of interdependent and often concurrent activities that progress a community toward its planned outcomes. While emergency response is undoubtedly best achieved under a command and control structure, recovery is best achieved through building consensus. It requires local input, participation from all sectors of the community, and communication, coordination, and collaboration at all levels.

The National Disaster Recovery Framework "establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities. Resilient and sustainable recovery encompasses more than the restoration of a community's physical structures to pre-disaster conditions. Through effective coordination of partners and resources, we can ensure the continuity of services and support to meet the needs of affected community members who have experienced the hardships of financial, emotional, and/or physical impacts of devastating disasters." This is achievable through the Missouri Disaster Recovery Framework as well. For a federally declared event, the state and national coordination structures work in tandem.

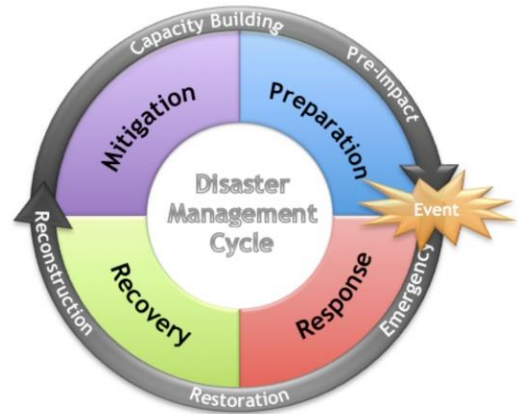
# Missouri Disaster Recovery Framework (MDRF)

## SCOPE

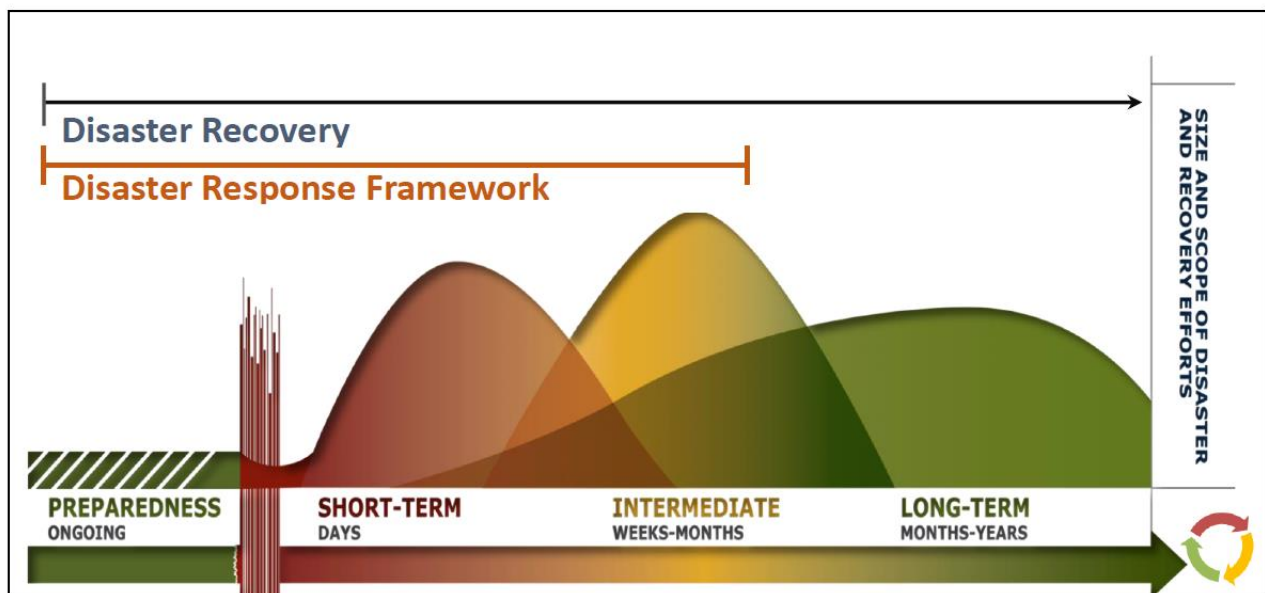
While the Missouri Disaster Recovery Framework (MDRF) is written with long-term recovery from natural disasters in mind, it may be applied to any adverse event that may affect the state, its regions or communities, regardless of the type, size, or scope of the event.

## Disaster Cycle

Resilient communities invest time, energy, and money into disaster preparedness, mitigation, and coordination for better response and recovery outcomes. Long-term recovery, which continues through preparation for subsequent events (and sometimes after the event), incorporates capacity building. Building capacity within all stakeholder groups – residents, businesses, nonprofits, educational institutions, faith-based organizations, and others – strengthens local recovery capabilities and community resiliency. The *Recovery Continuum* section below provides recovery-specific information throughout the disaster cycle.



## Recovery Continuum



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## *Preparedness*

Just like response, preparedness is essential for a more effective and efficient recovery process. The importance of communities', recovery partners', and stakeholders' understanding the recovery framework before an event cannot be overstated. Preparedness includes pre-disaster planning as well as building capabilities and resilience through stakeholder education and outreach, inventory of capabilities and gaps, development of partnerships, training, and exercises. Understanding risk and vulnerabilities, roles and responsibilities, and possible impacts enables strategic thinking and better preparation.

Everyone at every level has a role in preparedness. Individuals can prepare their households and businesses for disasters through planning and practicing their plans. Recovery professionals can train for their disaster roles and responsibilities and learn the different systems involved. Organizations and governments can plan strategically for long-term recovery and build resilience through information sharing and education. State and local officials can coordinate with whole community partners and federal partners to leverage assistance and maximize use of resources.

## *Short-Term Recovery*

After an event, short-term recovery begins during the response phase and generally lasts a matter of days, sometimes weeks or months depending on the size and scope of the event. Situational awareness and communication with responders are essential to kick off intermediate and long-term recovery more effectively. Actions taken in disaster response and early recovery can have cascading effects and impact the success of long-term recovery. Short-term recovery activities include stabilization of community lifelines – mass care/sheltering, debris removal from primary transportation routes, restoring temporary infrastructure to support homes and businesses, and establishing crisis counseling and emergency medical care for survivors and responders, among others – and assessing disaster scope, magnitude, likely long-term impacts and challenges, continuing risks and vulnerabilities, and cascading effects. Local communities, State Emergency Management Agency (SEMA), Emergency Support Function (ESF) partners, and organizations from the Missouri Voluntary Organizations Active in Disaster (MOVOAD) and The Governor's Partnership are engaged during this phase.

## *Intermediate Recovery*

During the intermediate recovery phase, the focus on stabilization of community lifelines continues and can last weeks to months. A lifeline enables the continuous operation of government functions and critical business and is essential to human health and safety or economic security. ESFs coordinate the stabilization of these community lifelines, while ESFs or Recovery Support Functions (RSFs) coordinate the restoration and mitigation of the community lifelines – which depends on timing.

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At the beginning of the intermediate phase all three recovery phases overlap, and the transition from the National Response Framework’s ESFs to the NDRF’s RSFs occurs during this period. Additional partners engage during intermediate recovery. Activities focus on accessible interim housing solutions, debris removal, infrastructure repairs, reestablishment of businesses, psychological resilience, alleviation of health risks, and identification of mitigation opportunities during recovery. For federally declared events, FEMA’s Public Assistance and/or Individual Assistance programs, Small Business Administration’s Disaster Loan Program, and other federal assistance programs may be “turned on” to support recovery. Intermediate recovery transitions to long-term recovery as temporary repairs are in place and communities have returned to some sense of normalcy as rebuilding and restoration continues.

## *Long-Term Recovery*

Long-term recovery begins in the early days of response/short-term recovery and can last months to many years. Communicating the long-term recovery needs and interests early leads to more informed strategic decision-making at critical junctures. Just like preparedness, potentially everyone can play a role during long-term recovery. Activities include development and implementation of permanent housing solutions, rebuilding of resilient infrastructure for future needs, economic revitalization and reopening of businesses, restoration of healthcare and social service systems, and continued mitigation and capacity building. Additional whole community partners engage during this phase because long-term recovery activities overlap with their missions and programs.

Mitigation during rebuilding is a cost-effective way to reduce risk and build resilience. Mitigation is the proactive effort to reduce loss of life and property by lessening the impact of future disasters. Mitigation may be achieved through stronger design and construction, regulations, local ordinances, and land use. Adoption and enforcement of a local floodplain ordinance is one example of mitigation through regulations; community participation in the National Flood Insurance Program’s Community Rating System builds resilience.

Successful recoveries reweave the fabric of communities and increase resilience against future events. While each community defines recovery success differently based on their circumstances, challenges, visions, and priorities, certain conditions will lead to more effective recoveries:

- A community overcomes the physical, emotional, and environmental disaster impacts.
- A community re-establishes an economic and social base that instills confidence in community viability to attract investment in its recovery.



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- A community integrates the access and functional needs and interests of all stakeholders during its rebuilding, which reduces vulnerabilities.
- The entire community demonstrates the capability to prepare for, respond to, and withstand future disasters.

## Transition from Response to Recovery

Initially response operations take priority. As ESFs wrap up life safety and property protection efforts, the transition from response to recovery begins. No clear line of demarcation for transition exists, and the timing may vary by community lifeline. However, at some point, the discussions stop being about the events of the day and turn to the future. The evolution into recovery is dependent upon the identified needs of the affected individuals, businesses, and communities. Recovery includes overlapping and concurrent activities and requires more fluidity than in response.

During short-term recovery and even into intermediate recovery ESFs and RSFs operate concurrently, sharing information and coordinating related activities. As community lifelines are stabilized, ESFs stand down their operations. At this point, ESFs will transition any remaining activities to the RSFs. RSFs build on ESF efforts to restore and strengthen community lifelines and recovery core capabilities. Given the nature of their expertise and duties, some ESF Partners are also RSF partners, which makes the transition more seamless.

## Recovery Principles

Eight principles have been shown to lead to more effective, efficient, and resilient long-term recoveries. These principles apply regardless of the hazard or event type, size, scope, or federal declaration.

### *Disasters as Opportunities*

Disasters present both risks and opportunities for local communities and the state. While disasters can have devastating impacts, they also provide an opportunity for communities to assess their current state, adapt for the future, build on their strengths, and reduce their risks. Disasters can draw the best out of people and often create a stronger sense of community. Additionally, resources typically not available to local communities – an influx of disaster grants, donated goods and services, philanthropic donations, technical assistance, volunteer labor, etcetera – may become available after an event.

Leveraging resources is one of the greatest opportunities after a disaster. Federal disaster resources should be maximized; ease of access to state funds should not prevent efforts to access federal funds. Furthermore, technical assistance from the state or other partners can be just as valuable as financial assistance. Volunteer labor and in-kind donations can offset costs and may even be eligible as local cost share for federal grants. With these

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considerations in mind, flexibility in the deployment of personnel and assets should be encouraged.

## *Locally Driven*

All disasters begin and end locally. Therefore, successful long-term recovery is locally driven. Strong leaders with a long-term vision for their communities' recoveries and stakeholder engagement are key factors to resilient recoveries. Local engagement from the whole community should be encouraged and strategically sought during each step of the recovery process.

## *Whole Community Inclusion & Coordination*

According to FEMA, the Whole Community approach is “a means by which residents, emergency managers, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen assets, capacities, and interests.” Unity of effort is essential. The Whole Community approach requires that all sectors – federal, state, and local governments; volunteer, faith-based, community, and nonprofit organizations; educational institutions; the private sector, and other stakeholders – work together to meet desired local outcomes.

Inclusion of all willing partners is vital to the overall success of any recovery effort. Long-term recovery is about community and economic redevelopment, so everyone in the community can play an important role. This teamwork facilitates public-private partnerships, creative use and sometimes expansion of existing programs, and leveraging of resources from government, private sector, and philanthropic resources. Government resources alone are insufficient for a community to recover fully. Relevant statutory and regulatory subject matter experts across agencies should be integrated early in disaster recovery planning and implementation to help ensure compliance with requirements. A coordinated approach to meet local needs is the most effective means to capture appropriate priorities and achieve a resilient recovery.

## *Risk-based, Data-driven Decision Making*

Disaster response often is chaotic with so many moving parts, making understanding disaster impacts one of the first challenges recovery professionals must address. Limited time and resources make prioritizing the hardest hit areas and most vulnerable populations essential to successful recovery. Risk and impact assessments and subsequent analysis are necessary to make informed decisions. Data should be used to support and confirm decisions that strategically direct resources to recovery projects. Using quality information and data to develop strategies in line with local visions drives better outcomes. RSFs need to gather data from multiple sources and then share and discuss the data. As each RSF looks at an issue from a different perspective, together they paint a more complete picture for a deeper understanding. With this strategic approach, decision makers can act in a timely manner and be positioned to seize good opportunities when presented.

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## *Pre-Disaster Recovery Planning*

No community is immune to disaster, which makes pre-disaster planning a strong foundation for a full recovery. Engaging a broad spectrum of stakeholders to develop comprehensive and mutually beneficial strategies and actions enhances recovery opportunities and outcomes. The financial health of the community is dependent upon the recovery of individuals, families, businesses, and organizations; to be most effective, all must be considered during the community planning process. Equally, individuals, families, businesses, and other organizations cannot recover fully unless the community is able to restore its services and quality of life. For example, concerns of individuals with access and functional needs cannot be considered adequately without community services and resources. Working together while planning, stakeholders – communities, residents, businesses, nongovernmental and faith-based organizations, civic groups, the philanthropic community, and others – collectively can improve local recovery capabilities to better withstand future impacts, respond more efficiently, and recover more effectively in a way that sustains or improves a community’s overall well-being.

## *Resiliency and Sustainability*

Resiliency can be defined as a community’s ability to cope with, if not thrive, and recover from the impacts of changing conditions, challenges, or disasters. Mitigation, sustainable design and materials, redundancies, diversification, strong leadership, informed stakeholders, and adaptability are key components of resilient communities. The resiliency of a community depends not only on planning by government, organizations, and businesses but also on the preparedness of individuals in the community. A community is not truly resilient unless all of its functional sectors are resilient.

Individual preparedness affects community resilience as well. Community education and outreach can inform individuals, families, and businesses about natural hazards, the inherent risks of living in hazard-prone area, and how to prepare for disasters and build their resiliency. “Ready in 3” materials are distributed throughout the state, and [www.ready.gov](http://www.ready.gov) addresses many preparedness topics for individuals, families, and businesses. Financial preparedness enables survivors to recover more quickly; insurance, substantial savings, or new loans generally are necessary for a full recovery.

Governments can build resiliency through community-based planning, resiliency policies, funding priorities, mitigation actions, messaging, and creative incentives. Organizing for long-term recovery at local and regional levels help build resiliency. Communities can evaluate vulnerabilities of their critical infrastructure and services to identify mitigation opportunities, many of which can be identified through local mitigation strategies in local mitigation plans. Examples of resilience building activities that Missouri has undertaken include: property acquisition, National Flood Insurance Program and Community Rating System participation, relocation of critical infrastructure, resilient road/bridge design, mapping low water crossings, pre-disaster recovery or resilience planning, and statewide emergency response equipment inventory. Many opportunities to build resilience exist, and not all of them require monetary investment.

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## *Individual and Family Empowerment*

The ability of individuals and families to recover is vital for a successful community recovery and a key consideration for all recovery activities and programs. Individuals and families cannot recover without their communities, and communities cannot recover fully without successful individual and family recovery. Communities, nonprofits, recovery professionals, and the Recovery Support Functions (RSFs) will strengthen recovery efforts by engaging individuals, families, and small business owners in the larger effort – this engagement can create a sense of hope, meaning, and purpose for disaster survivors that helps them manage their own recovery.

Diversity and inclusion are essential to a full recovery – people with disabilities, access, or functional needs – must be incorporated into every recovery decision. Care must be taken to ensure that no segment of the population is excluded, suffers discrimination, or faces barriers to participate in recovery efforts. RSFs and recovery partners must ensure every individual has equitable access to resources and opportunities to engage throughout the recovery process.

## *Psychological and Emotional Recovery*

Successful recovery addresses the full range of psychological, emotional, and behavioral health needs associated with the disaster. Response and recovery workers need an outlet for managing the stress of difficult work conditions, continuous exposure to damages and magnitude of the impacts, and long hours with little opportunity for self-care. Often these workers are dealing with their own recoveries as well. Individuals and families will be better able to manage their own recovery once their basic needs – shelter, food, reunification with loved ones – are met. Successful recovery acknowledges the linkages between the recovery of individuals, families, social networks, the economy, access to services, and community quality of life. Recovery professionals coordinate the provision of services to address these needs and linkages.

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## Recovery Core Capabilities

### *Recovery Core Capabilities by Mission Area*

Prevention	Protection	Mitigation	Response	Recovery
<b>Planning</b>				
<b>Public Information and Warning</b>				
<b>Operational Coordination</b>				
<b>Intelligence and Information Sharing</b>		<b>Community Resilience</b>  <b>Long-term Vulnerability Reduction</b>  <b>Risk and Disaster Resilience Assessment</b>  <b>Threats and Hazards Identification</b>	<b>Infrastructure Systems</b>	
<b>Interdiction and Disruption</b>			<b>Critical Transportation</b>  <b>Environmental Response/Health and Safety</b>  <b>Fatality Management Services</b>  <b>Fire Management and Suppression</b>  <b>Logistics and Supply Chain Management</b>  <b>Mass Care Services</b>  <b>Mass Search and Rescue Operations</b>  <b>On-scene Security, Protection, and Law Enforcement</b>  <b>Operational Communications</b>  <b>Public Health, Healthcare, and Emergency Medical Services</b>  <b>Situational Assessment</b>	<b>Economic Recovery</b>  <b>Health and Social Services</b>  <b>Housing</b>  <b>Natural and Cultural Resources</b>
<b>Screening, Search, and Detection</b>				
<b>Forensics and Attribution</b>	<b>Access Control and Identity Verification</b>  <b>Cybersecurity</b>  <b>Physical Protective Measures</b>  <b>Risk Management for Protection Programs and Activities</b>  <b>Supply Chain Integrity and Security</b>			

Eight core capabilities are essential to long-term recovery and incorporated into the recovery coordination structure, described in Coordination Structure section. The capabilities are described below:

#### *Public Information and Warning*

This core capability delivers coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate. All recovery leadership have responsibilities in this capability in coordination with the SDRC, relevant Public Information Officers and, where applicable, FEMA External Affairs. The SDRC will lead the coordination of information for sharing with State PIOs and the Office of Administration for posting on the state’s recovery website.

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## *Operational Coordination*

This core capability establishes and maintains a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities. This capability is a primary responsibility of the State Disaster Recovery Coordinators and RSF Leads.

## *Planning*

This core capability conducts a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. RSF #1-Community Recovery Support Function has responsibility to coordinate this capability as well as to help build recovery capacity at regional and local levels.

## *Economic*

This core capability returns economic and business activities to a healthy state and develops new business and employment opportunities that result in an economically viable community. RSF #2-Economic Recovery Support Function has responsibility to coordinate this capability.

## *Health and Social Services*

This core capability restores and improves health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community. RSF #3-Health & Social Services Recovery Support Function has responsibility to coordinate this capability.

## *Housing*

This core capability implements housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. RSF #4-Housing Recovery Support Function has responsibility to coordinate this capability.

## *Infrastructure Systems*

This core capability stabilizes critical infrastructure functions, minimizes health and safety threats, and efficiently restores and revitalizes systems and services to support a viable, resilient community. RSF #5-Infrastructure Recovery Support Function has responsibility to coordinate this capability.

## *Natural and Cultural Resources*

This core capability protects natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restores them consistently with post-disaster community priorities, using best practices, and in compliance with applicable environmental and historic preservation laws and executive orders. RSF #6-Natural & Cultural Resources Recovery Support Function has responsibility to coordinate this capability.

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## *Agriculture*

Missouri's number one industry is agriculture, with the industry contributing more than \$93 billion in annual economic impact according to data from the Missouri Department of Agriculture. The industry has been relatedly impacted by disasters, particularly in rural communities, which led to the establishment of RSF #7-Agriculture Recovery Support Function, to formalize and coordinate this capability and recovery.

## **All-Hazards**

The Missouri Disaster Recovery Framework is applicable to all hazards or incidents that may occur in the State of Missouri. Missouri faces numerous natural hazards, including severe storms, straight-line winds, tornados, flooding (both headwater flash flooding and backwater riverine flooding from swollen rivers), drought, wildfire, ice storms, and earthquake. Other threats and hazards – such as a health epidemic, a significant economic loss, act of terrorism, large railroad accident, explosions, etcetera –also may be addressed using the framework. Other state planning documents identify and assess the state's threats, hazards, risks, and vulnerabilities.

## **Data Sharing & Analysis**

Understanding disaster impacts is one of the first challenges a recovery operation must address. Limited time and resources make prioritizing the hardest-hit areas, most vulnerable populations, most impacted sectors essential to a successful recovery. Gathering and analyzing data from multiple sources enables data-driven decision making to accomplish these objectives. Distilling the data and analysis into a concise and cohesive package is necessary to communicate the findings in a persuasive manner.

Gathering descriptive statewide data before a disaster provides a recovery operation a head-start. Quality descriptive data can be used to form a baseline against which to compare post-disaster damage assessments. Each RSF and its partners will determine what information is generally needed for its recovery operations and can be gathered in advance. RSFs will prioritize the gathering of aggregate descriptive data first and then begin collecting detailed data, if needed, once all useful aggregate data has been collected. Pre-disaster descriptive data should be updated regularly to ensure subsequent analysis depicts as close to reality as possible. Similarly, the meta data for datasets that are used should be understood to ensure analysts are mindful of their limitations.

Once a disaster has occurred, many organizations gather detailed data on the disaster impacts. This information can be compared against baseline data to locate and prioritize the hardest-hit areas, most vulnerable populations, and unmet long-term recovery needs and challenges. After a disaster, aggregate data is vital to recovery operations to ensure survivors and communities receive the assistance they need; in some instances, detailed data may be necessary to provide a more complete picture and enable better decision making. Combining multiple organizations' damage assessment information and data can shed new light and provide a better understanding. Comparison of overlapping data can highlight data integrity issues to be verified.

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Gathering and combining datasets can pose complex technical issues. Add to this the multiple organization types and missions in the RSFs, and data sharing and analysis can pose a fundamental challenge to developing meaningful recovery strategies. To address this issue, the SDRC and RSF leads will form a Data Sharing Task Force involving Recovery Partners from all RSFs. To ensure that necessary expertise is engaged, the Recovery Partner representative(s) in the Data Sharing Task Force may be different from those who normally participate in the RSF(s). This task force will work to solve the complex technical challenges inherent in information sharing of this type to allow for more effective data-driven decision making across the RSFs.

## Plan Integration

Plan integration is a process by which leaders and decision makers look critically at the existing plans and align efforts with the goal of building resilience and maximizing resources across all functional sectors and related plans. The goal of plan integration is to effectively integrate plans, policies, and strategies across disciplines and agencies by considering potential hazards as one of the key factors in future development. Plan integration supports risk reduction through various policy, planning, and development measures, both before and after a disaster or other event.

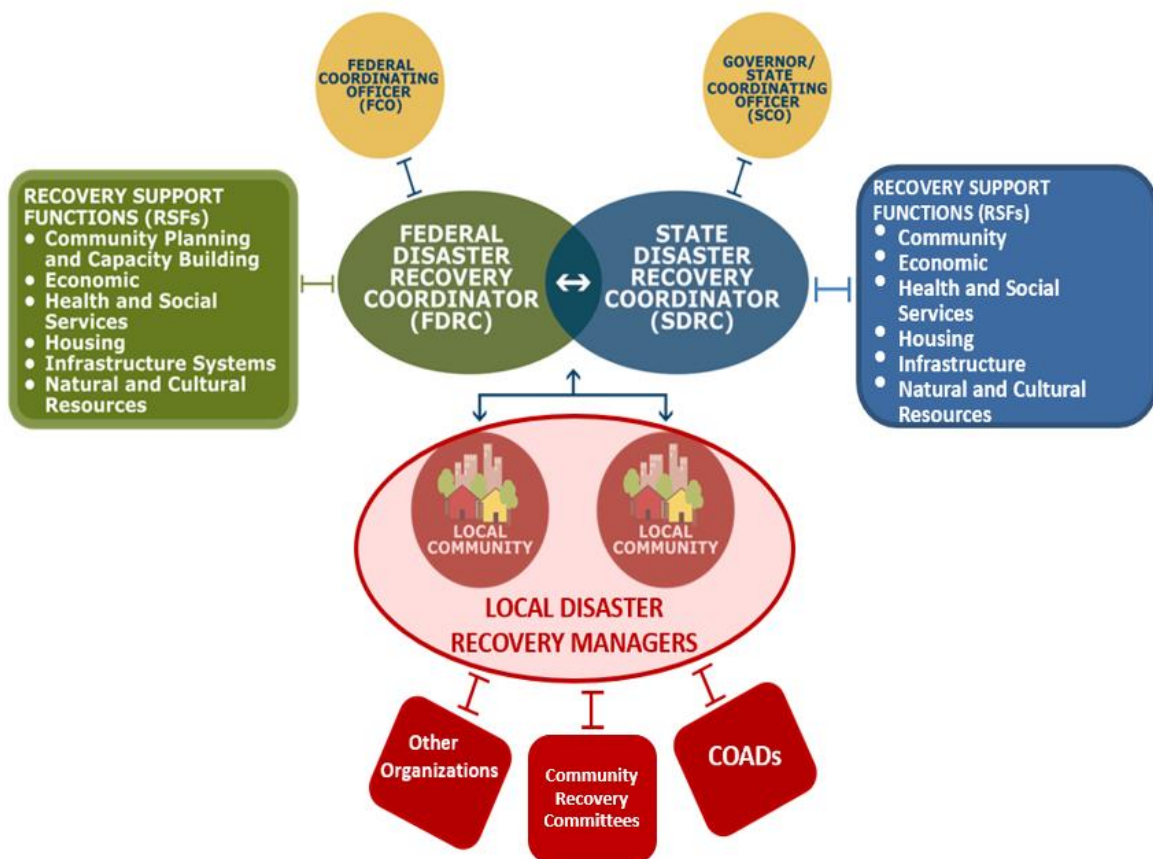
At a state or regional level, relevant plans include THIRA (threat and hazard identification and risk analysis), all-hazards emergency operations plan, long-term recovery or resilience plans, hazard mitigation plans, comprehensive economic development strategies, transportation plans, housing strategies, watershed plans, and more. Local level planning includes a range of plans (emergency operations, continuity of government, capital improvement, comprehensive, master plans, housing, recreation plans, stormwater management, subdivision) and ordinances (land use, zoning, codes, and other public policies). A comprehensive look at diverse plans often reveals no reference to other plans, conflicts between plans, and missed opportunities to benefit from joint projects and economies of scale. Often local jurisdictions do not have many plans, but that does not mean that local leaders do not have a vision or unwritten plan.



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## COORDINATION STRUCTURE

The coordination structure in the MDRF mirrors that in the National Disaster Recovery Framework (NDRF), with a recovery coordinator and seven Recovery Support Functions (RSFs). The structure identifies leadership roles, organizes whole community partners by RSF, defines roles and responsibilities, and explains the communication and coordination process. This structure brings together the subject matter experts for each functional area (within the RSFs) to assess disaster impacts and recovery issues, develop long-term recovery strategies with actions that address needs and gaps, and identify resources to implement the strategies. The communication and coordination process also helps partners to discuss and collaborate on cross-cutting recovery issues. This coordinated approach facilitates comprehensive, sustainable, and resilient recovery in mission essential areas of impacted communities across the state. An example of this dynamic is below.



The structure depicted here includes federal recovery counterparts in dark green and a federal coordinating officer in yellow. Federal counterparts typically are deployed only in larger or more catastrophic federally declared disasters where the state communicates that state recovery capabilities are overwhelmed. The state elements may be activated to

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coordinate recovery efforts when disaster impacts are so catastrophic, wide-spread, or cascading to require resource coordination at regional or state levels.

## Recovery Support Functions

### *Purpose*

The six Recovery Support Functions (RSFs) accelerate the local recovery process as appropriate by coordinating amongst all recovery partners and use existing networks to assess impacts, facilitate creative problem solving, and provide access to resources. A cornerstone of effective long-term recovery is leveraging resources to maximize outcomes for the whole community's benefit.

By design, federal funding is not intended to finance a complete long-term recovery. Therefore, RSFs must help communities identify and capitalize on non-federal and in-kind resources to combine with federal disaster funds. Resources extend beyond just dollars and grants to include human capital, supplies, equipment, materials, space, information/data, communication platforms and networks, subject matter expertise, technical assistance, and more. This type of support is even more important when a federal disaster has not been declared.

Working in a coordinated and collaborative manner enables the RSFs to avoid duplication of efforts, address identified gaps, and optimize long-term development and redevelopment opportunities.

## Recovery Leadership Roles

### *State Disaster Recovery Coordinator*

The State Disaster Recovery Coordinator (SDRC) coordinates with local communities, state and federal agencies, and whole community partners to plan for long-term recovery from disasters and other adverse events, strengthen recovery core capabilities, build resilience, assess impacts post-event, and coordinate recovery efforts. The SDRC focuses on incorporating recovery and mitigation considerations into the early decision-making processes and manages a unified communications strategy for recovery. In federally declared events, the SDRC works collaboratively with the Federal Disaster Recovery Coordinator to synch the efforts of the state and federal coordination structures that augment and leverage traditional recovery resources. The SDRC works with the State Coordinating Officer and emergency management leadership to maintain situational awareness, facilitate a smooth transition from response to recovery, and address recovery challenges.

### *Federal Disaster Recovery Coordinator*

The Federal Disaster Recovery Coordinator (FDRC) is responsible for facilitating disaster recovery coordination and collaboration between the Federal, State and local governments; the private sector; voluntary, faith-based and community organizations; and philanthropic community in support of Local Disaster Recovery Managers and the SDRC's priorities. The success of the FDRC depends on pre-established relationships with

# Missouri Disaster Recovery Framework (MDRF)

representatives at the Federal, State and local levels, including the private and nonprofit sectors. In large-scale and catastrophic incidents where federal coordination may be necessary, the FDRC has the knowledge, connections, and relationships to immediately begin effective disaster recovery coordination.

## *Local Disaster Recovery Managers*

Local Disaster Recovery Managers (LDRMs) organize, coordinate, and advance recovery at local levels. Specifically, LDRMs provide recovery management and public administration experience, critical thinking skills, and resource development capability at the local level. LDRMs are “force-multipliers” - an employee who finds resources to bring on additional staff, makes existing operations more efficient, and helps staff and elected leaders make better recovery decisions as they execute their recovery planning and management responsibilities. Best practice is a dedicated person, but this role often is a collateral duty for existing staff. The key is for someone to have responsibility to maintain a long-term view of and authority to coordinate community recovery efforts with all partners.

## *Recovery Support Function Tier I – Lead Agencies/Coordinating Agencies*

The RSF Lead Agency serves as the state’s lead coordinator for its functional area and liaison to the SDRC and their federal RSF counterpart. They aggressively pursue identifying, cataloging, and further developing recovery capabilities and resources applicable to their functional area.

State RSF Lead Agencies and Federal RSF Coordinating Agencies generally have subject matter expertise, similar mission elements, and/or grants in common. When a state agency serves as the pass-through for a federal grant, they have an existing relationship with the federal partner and better working knowledge of the requirements of the relevant programs and grant(s). In cases where the lead state agency does not align perfectly with the federal counterpart, a Tier II State RSF partner typically aligns well with them.

The RSF leads, with support from the SDRC, develop a network of recovery partners with expertise and resources relevant to their functional areas. These recovery partners are designated as Tier II -Strategic/Advisory Partners or Tier III - Critical Support Partners based on the amount of time, resources, and expertise they are expected to contribute to the RSF. These partners can be from state, federal or local governments or non-governmental organizations, as described in the *Whole Community* section. See each RSF Annex for specifics.

## *RSF Tier II – Strategic/Advisory Partners*

RSF Strategic Partners represent organizations with missions and resources directly related to their functional sector. Strategic Partners will be engaged frequently and with the intensity necessary for a given event, which could be hands-on daily support. Strategic partners may represent organizations from any level of government or the whole community that brings financial, technical, human, or educational resources; these partners often are federal grantees/subgrantees and/or subject matter experts.

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Advisory Partners are subject matter experts in the functional area who can provide strategic guidance to RSF Leads and Partners. Advisory partners, expert-level representatives from any level of government or whole community organization, bring unique subject matter knowledge or technical skills and extensive relevant recovery experience.

## *RSF Tier III - Critical Support Partners*

Critical Support Partners represent organizations that conduct specific activities related to the overall RSF mission. They are engaged to address recovery issues, gaps, challenges, and barriers based on need and their availability. More than one support member may be able to address a particular capability or gap.

All agencies act in accordance with their statutory authorities and organizations within their missions or through special workgroups established by recovery leadership. Nothing in the MDRF alters or impedes the ability of local or State departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders and directives.

## **Recovery Leadership Pre- & Post-Event Responsibilities**

### *Pre-Event*

- SDRC – serve as primary point of contact and coordinator of interagency recovery preparedness activities; convene necessary work groups
- Maintain communications and engage in regularly scheduled meetings between SDRC and RSFs, including federal counterparts and whole community partners
- Gather data, compile baseline profiles relevant to your RSF, and share with other RSF
- Build the recovery partner network - identify and engage relevant stakeholders and experts who can facilitate the identification, coordination, and delivery of assistance and resources to resolve recovery challenges
- Identify known and potential recovery issues, likely root causes, challenges, and barriers
- Develop goals, objectives, metrics, to address likely recovery issues, root causes, challenges, and barriers
- Develop recovery strategies to implement pre-event or be tailored post-event
- Implement pre-event strategies
- Develop tracking tools to measure progress
- Report progress

### *Post-Event*

- SDRC and RSF Leads - engage in State Emergency Operation Center activities during and/or following an event to maintain situational awareness and begin the advance evaluation process

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- Maintain communications between SDRC and RSFs, including federal counterparts and whole community partners
- Participate in meetings that support long-term recovery efforts
- Continue building the recovery partner network - identify and engage relevant stakeholders and experts who can facilitate the identification, coordination, and delivery of assistance and resources to resolve recovery challenges
- Coordinate with partners to identify, confirm, and refine event-specific recovery issues, their root causes, challenges, gaps and barriers
- Adapt goals, objectives, and metrics as appropriate for the event
- Tailor recovery strategies to address root causes, challenges, and barriers for the particular event
- Adapt implementation guidance as needed for the particular event
- Employ tracking tools
- Report progress
- Engage, as appropriate under the circumstances, in local planning, education, outreach, training, and exercises to build recovery capabilities and resilience at all levels

Broad recovery objectives are defined in each RSF Annex.

## **Coordinated Communication**

Successful long-term recovery depends on a clear communications strategy and effective coordination structure. Coordinated communication is critical to ensure that issues and gaps are being addressed while avoiding duplication of efforts. Relevant, responsive, accurate, and timely communication by all parties is essential to achieve recovery outcomes. Open communication across all channels also helps to ensure continued teamwork.

### *Steady State/Blue Skies Communication & Coordination*

Absent a disaster or other event, the SDRC and RSF Leads will maintain communication on at least a quarterly basis throughout the year and as needs and issues arise. The SDRC will email periodic updates with useful information and opportunities, and RSF leads are encouraged to do the same. The SDRC will convene coordination meetings at least quarterly, either conference calls or face-to-face meetings. At least one meeting per year will include all RSF Partners for cross-sector networking. RSF Leads will maintain communications with RSF Partners at least quarterly. These communications will include relevant industry or community news as well as resource, training, and networking opportunities to build capabilities within and across the RSFs. If recovery/resilience planning and implementation efforts are ongoing, then communications and meetings may occur on a more frequent basis. All recovery leaders and partners will share success stories and other key information to be publicized on the recovery website and through traditional and social media.

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## *Disaster Communications Between SDRC and RSF Leads*

The SDRC will maintain a current contact list and liaise between disaster leadership and the RSF leads to maintain the flow of information regarding priorities identified by local communities, disaster leadership, and the governor's office and available resources. The SDRC and RSF Leads will communicate by email, Missouri WebEOC, phone, and face-to-face meetings. Frequency of communications and meetings will vary by disaster tempo and needs. The SDRC will convene meetings of RSF Leads to guide communication flow, capture unmet needs and recovery challenges, identify priorities and available resources, solve problems across disciplines, and develop recovery strategies and actions. RSF leads will share relevant information obtained from existing networks, recovery partners and reports, community meetings, local leaders, and disaster survivors.

## *Disaster Communications Between RSF Leads and Partners*

RSF Leads will maintain and share with the SDRC a current contact list and email distribution list for their respective recovery partners, including federal and whole community partners. RSF Leads will communicate with RSF partners by email, phone, webinars, or face-to-face meetings to share or gather information, request assistance, and develop recovery strategies and actions. RSF partners will share information received from their networks and community contacts with the RSF Lead, who will report it to the SDRC. Extensive coordination with the SDRC is necessary to ensure clear, consistent, and ongoing information sharing that will minimize miscommunication at all levels. Communication with RSF Partners may take on different aspects across the various RSFs and as recovery progresses.

## *External Communications*

The SDRC will coordinate with the governor's office, Office of Administration, and relevant Public Information Officers to publicize recovery information through the recovery website, press releases, and traditional and social media. During federally declared events, the Joint Information Center also serves as a clearing house for public communications.

## **CONCEPT OF OPERATIONS**

Disaster assistance is a bottom-up process. All disasters begin and end locally, yet many different organizations are involved.

## **Responsibilities by Organization Type**

### *Local Government*

Generally, local jurisdiction responsibilities include providing for the health, safety, and welfare of their citizens, including populations with access and functional needs or who otherwise are underserved. Communities have primary responsibility for local disaster management activities within their jurisdictions, from planning, training, exercise, response, and recovery to mitigation. When local resources (including mutual aid support) have been exhausted or overwhelmed after an event, communities can request state assistance. To

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help the state determine whether to request a state or federal declaration, the locals must provide preliminary damage estimates to SEMA. If a county is designated for FEMA programs or other assistance, county staff applies for assistance and must use awards to implement programs or projects in accordance with grant requirements.

## *State Government*

SEMA monitors potential disasters through its Watch Center. If events increase in severity, SEMA will activate its Watch Center and State Emergency Operations Center (SEOC) to a higher level. SEMA staff and Emergency Support Function partners monitor impacts and coordinate resource requests.

When local capabilities are overwhelmed, the Governor may declare a state of emergency to make state resources available to support locals. SEMA gathers damage estimates from local jurisdictions. When state capabilities are overwhelmed, the Governor uses the damage estimates and impact information to request federal disaster assistance from the President of the United States through FEMA. SEMA will coordinate with FEMA, the Small Business Administration, and local jurisdictions to conduct joint preliminary damage assessments (PDAs) in the impacted counties.

For federally declared events SEMA manages designated FEMA programs at the state level, and other state agencies will administer any disaster recovery assistance that passes through them, such as disaster recovery funds from US Housing and Urban Development or US Economic Development Administration. State agencies ensure compliance with grant requirements to pass through funds to eligible subgrantees. They also work with subgrantees to monitor and close out grants according to state and federal requirements.

## *Federal Government*

When a governor requests a federal disaster declaration, FEMA Region VII staff works with SEMA and the Small Business Administration to coordinate PDAs with the local jurisdictions in impacted counties. The assessment teams evaluate and document damages, which inform whether a county meets the threshold and is eligible to be declared. Declared counties may be designated for different types of assistance. Federal agencies work with state counterparts to administer grant programs – reviewing, monitoring, and closing out projects in compliance with grant requirements.

## *Nongovernmental Organizations*

Nongovernmental organizations (NGOs) play an essential and unduplicated role in short- and long-term recovery of survivors and impacted communities. Nonprofits directly supplement and fill gaps where governmental authorities and resources cannot. Donated funds, goods, and services can help address unmet needs. Further, NGOs can help ensure inclusion of all members of the impacted communities in the recovery process.

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## *Private Sector*

Only when private dollars are invested can true economic recovery occur. Public dollars “set the stage” for recovery, providing initial investment in community restoration and revitalization. This investment minimizes risk and helps restore consumer confidence, incentivizing homeowners, businesses, and investors to spend their dollars in the community.

The private sector roles vary as much as the private sector itself does. Large corporations may support NGOs through philanthropic donations. Architects, engineers, and other professionals and their associations may provide technical expertise and guidance, while general and subcontractors play a role in the physical rebuilding. Banks, credit unions, and private investors provide access to capital. However, local business owners, homeowners, and commercial property owners do more to drive the local community recovery through their own recoveries.

## **Situational Awareness, Assessment and Monitoring**

Gaining situational awareness through information gathering soon after an event begins is the first step in recovery. The SDRC or RSFs may be made aware of an event in one of three ways:

- SDRC and RSF Leads learn through SEMA’s notification network, reporting systems, or meetings
- SDRC or RSF Leads are alerted by local communities or recovery partners in the affected areas
- SDRC or RSF Leads reach out to community contacts or recovery partners in affected areas

Once the SDRC or RSF Lead learns of an event, the remaining RSF Leads will be notified by email. They in turn will begin collecting information to assess likely long-term recovery needs and challenges during the response/short-term recovery phase.

The formal assessment, referred to as *Long-Term Recovery Advance Evaluation*, generally begins with the SDRC at the State Emergency Operations Center (SEOC). The SEOC is the central coordination point for state, federal, voluntary organizations, and select private sector response activities and resource requests. The SDRC will coordinate with disaster leadership (or applicable state leadership for non-disaster events that require coordination across multiple departments) and RSF leads. RSF Leads communicate with ESFs, RSF Partners, existing networks, and local contacts. RSF Leads capture the magnitude and scope of disaster impacts and unmet needs, monitor available resources, and assess whether any issues exist that lend to long-term recovery challenges. During this response/short-term recovery phase, recovery leadership also begins to work with RSF Partners to lay the foundation for rebuilding and revitalizing affected communities so early response and recovery decisions are in keeping with long-term outcomes. Therefore,



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maintaining a clear communication channel and open dialogue with disaster leadership is essential from the start.

## Activation

As events progress, the State Disaster Recovery Coordinator (SDRC) will coordinate with SEMA and RSF Leads to complete an *Advance Evaluation Report* that captures the impacts, analysis, and findings needed to determine whether any of the Recovery Support Functions (RSFs) should be activated. Three considerations are vital to this analysis.

- Whether affected communities have suffered significant impacts and have limited capacity to recover from these impacts

AND

- Whether the disaster or event has created unique issues and challenges for recovery, reconstruction and redevelopment, such that greater coordination of recovery assets is required to meet particularly complex recovery issues that exceed local capabilities

OR

- Whether the scale of the disaster is so extensive that enhanced coordination of traditional and non-traditional recovery resource providers is needed.

Unless disaster leadership provides other justification, affirmative findings of two of three considerations within a functional sector is needed to activate the corresponding RSF. Specific factors will determine the operational scope and anticipated timeline, which generally increase as an event progresses, from non-declared up to a federally declared major disaster. Until the transition to steady state, the SDRC and RSF Leads will continue to monitor the functional areas of non-activated RSFs for any changes in circumstances that might warrant a later activation.

## Types/Levels of Event

### *Non-Declared Disasters*

Most disasters and other adverse events do not rise to the level of state or federal declaration by the Governor or President respectively. The first response and recovery resources come from the local level. Individuals are responsible for their families and businesses. When they are overwhelmed they reach out to their support systems and local governments. Typically, these events do not exhaust local resources or entirely overwhelm local capabilities. When local resources are exhausted or overwhelmed, they augment resources through mutual aid agreements or reach to the State for assistance.

Through their regular missions, state agencies and whole community partners may support local recovery efforts. SEMA Emergency Human Services coordinates with whole community partners from Missouri Voluntary Organizations Active in Disaster (MOVOAD)

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and The Governor's Partnership who assist survivors in both declared and non-declared events. The level of engagement during a non-declared event typically is not as extensive as for declared events because the overall impacts are not as widespread or severe.

The SDRC coordinates with SEMA to monitor the situation and, if events escalate, will call upon RSF Leads to begin a formal assessment for long-term recovery. RSF Leads use existing networks, local contacts, and RSF Partners to complete the assessment and maintain situational awareness. RSF Partners may be called upon to coordinate or support specific recovery efforts.

## *State-Declared Emergencies*

During disasters local Emergency Management Directors and other partners maintain communications with SEMA, requesting resources as needed. When local resources are exhausted or capabilities are overwhelmed, the Governor may declare a state of emergency and order state assistance be made available in the form of grants, technical assistance, personnel, facilities, equipment, etcetera.

The SDRC will maintain situational awareness at SEMA and coordinate with RSF Leads to assess and monitor the situation, activating and providing support when deemed necessary. With a state declaration, State agencies, and potentially whole community partners in the Recovery Support Functions, play a greater role in local recovery by investing resources to support overwhelmed municipalities and address the more severe impacts. By working together through the MDRF coordination structure, the SDRC and Recovery Partners have the potential to leverage resources for more effective and efficient recovery efforts.

## *Federally Declared Disasters*

If an event overwhelms local and state resources, the Governor requests a Presidential disaster declaration through FEMA. The President may deny the request, declare a state of emergency, or declare a major disaster. The joint preliminary damage assessment (PDA) process is used to document damages and impacts and inform whether impacted counties meet threshold requirements to be eligible for federal disaster assistance.

In a federal major disaster declaration, counties are designated for FEMA Program(s) – Public Assistance (PA) and/or Individual Assistance (IA) – if they meet threshold requirements. Given its purpose, FEMA's post-disaster Hazard Mitigation Grant Program (HMGP) generally is designated for all counties in a state, not just those that meet the IA or PA thresholds. When IA is designated for impacted counties, FEMA will seek assistance from SEMA to determine where to establish Disaster Recovery Centers (DRCs). DRCs are staffed by state and federal agencies and private relief organizations to support survivors, including registering them for disaster assistance. As such, DRC staff and reports are a good resource for monitoring impacts and recovery issues.

In larger events, FEMA will establish a Joint Field Office (JFO) in the state and deploy staff to administer disaster assistance programs in partnership with SEMA. FEMA may deploy a

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Federal Disaster Recovery Coordinator to assess impacts and long-term recovery issues across the six functional areas. If local and state capabilities are likely to be overwhelmed or impacts are so catastrophic in nature, widespread, or result in cascading effects, then the FDRC will recommend activation of some or all federal Recovery Support Functions. Activation of National Disaster Recovery Framework elements brings in other federal agencies to support disaster recovery. In that case, the SDRC and State RSF Leads may work from the JFO alongside their federal counterparts.

Other federal agencies may “turn on” resources in a federally declared event or declare disasters under their own authorities. Resources come in the form of grants, loans, or technical assistance. Generally, federal resources require a local match and will not duplicate other available funds. Therefore, leveraging of federal and non-federal resources requires careful attention to requirements so federal funding is not put in jeopardy. See *Appendix E for more information on Traditional Disaster Assistance*.

## *Other Events*

The MDRF may be used to address events other than natural disasters. Those events include a public health emergency, large scale accidents, acts of terrorism, a significant economic change or disruption (such as a large employer closing operations) among others. Any event where the cascading effects impact multiple functional sectors, are so widespread, or require significant engagement of whole community partners may benefit from the MDRF coordination structure. The SDRC or RSF Leads may learn of an event through existing channels. If catastrophic or cross-sector impacts are likely, they are to share that information with all RSF Leads by email. This will trigger the Situational Awareness, Assessment & Monitoring operational step.

## **Recovery Mission Scoping**

Once the RSFs have been activated and the MDRF structure has been stood up, engagement of RSF Leads and Partners will increase. During this step, recovery leadership and partners begin mission scoping, building upon the findings in the *Advance Evaluation Report*. The Advance Evaluation and Mission Scoping are closely linked and contribute to appropriately sizing and scaling the operation to ensure an efficient and effective execution of the Recovery Coordination mission.

During Mission Scoping, the SDRC and RSF Leads gather impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges. Key inquiries at this point include:

1. What are recovery issues that likely will be experienced as a result of the disaster impacts? (Some issues may be temporal in nature and require resolution in the nearer term to preclude challenges down the road.)
2. Identify the root causes - Why does this recovery need exist and is likely to persist? (Which factors are amenable to intervention, and by whom?)

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3. Are any of the issues so complex and cross-cutting as to require the expertise found across multiple recovery core capabilities?
4. Do any challenges or barriers exist that will impede coordinating across recovery core capabilities?
5. Are there any gaps between the identified recovery needs and the local, state, federal and whole community recovery capabilities to address the current and anticipated needs?
6. What opportunities exist that can serve as a springboard to address any of the above inquiries or build community resilience?

Recovery Partners and stakeholders must work together to identify specific issues and their root causes and frame them in a way to be able to develop meaningful and effective recovery strategies. Cross-sector data gathering and analysis illuminates cross-cutting issues that will require greater coordination across RSFs. Whole community engagement and stakeholder input are vital to effective mission scoping. Relevant inputs come from a wide range of sources, including: SEMA and FEMA, federal agency counterparts, other state agencies, local government counterparts, Congressional offices, non-governmental organizations, businesses and the private sector, community and civic groups, educational institutions, media reports, interviews, and windshield surveys.

The findings and analysis that led to the identification of recovery issues/root causes, known capabilities and gaps, potential resources, and opportunities are summarized in the Mission Scoping Report. The report may consist of narrative explanations, tables, lists, data, images and other graphics – whatever best communicates the needs to decision makers and potential resource providers. That said, a brief yet persuasive narrative with easily referenced documentation typically achieves this purpose.

This report helps the SDRC, RSF Leads, and other decision makers better understand the type and level of recovery support needed. More specifically, the Mission Scoping Report will help RSF Leads (a) better shape the scope of their mission by understanding whole community recovery issues that fall under the responsibilities, resources, programs and authorities of RSF partners and (b) establish the foundation for the development of whole community recovery strategies. Through the Mission Scoping process, recovery leadership may find that the issues relevant to a particular RSF are not catastrophic, so wide-spread, overarching, or complex as to require coordination of resources. In that case, the RSF would be deactivated.

The Mission Scoping Report generally is completed 30-60 days after the MDRF structure is activated and deemed operational, depending on the magnitude and scope of disaster impacts and size and dynamics of the disaster operation.

## Recovery Strategies & Implementation

The Long-Term Recovery Strategy serves as a coordination tool for recovery partners, describing the direction and approach they will take to address local, regional, and perhaps even state recovery core capability needs, issues, and gaps. More specifically, the

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Recovery Strategy is a roadmap that captures specific strategies, tangible actions, identified deliverables, realistic timelines, implementation steps, and milestones to track progress. These strategies and actions are in keeping with community visions and will achieve the desired outcomes and attainable objectives for recovery in the state. The Recovery Strategy, a benchmark for recovery implementation, will guide recovery leadership, partners, and stakeholders as they set priorities, make strategic recovery decisions, and allocate recovery resources.

A basic strategic/action planning process is used to develop the Recovery Strategy: (a) vision/outcomes, (b) issues/opportunities, (c) strategies/actions, (d) milestones, (e) implementation, and (f) tracking/reporting. Steps (a) and (b) were completed during the Advance Evaluation and Mission Scoping steps. Strategy development begins with brainstorming and evaluating ideas to determine the best overarching solutions and specific actions to address the issues, specifically their root causes. This process may lead to the refinement of issues, needs, and gaps. Actions include the specific tasks, responsible party(ies), timeline, next steps for implementation, and metrics. The Recovery Strategy also includes implementation strategies and milestones to track progress. If the Strategy is set up within a table or project management tool, then tracking may occur within the same tool. For tracking, responsible parties report progress to the RSF Lead(s) and SDRC until the action is complete.

Like Mission Scoping, broad partner and stakeholder engagement are critical to the development of effective strategies, and a collaborative process is key. Sometimes additional subject matter, technical, and process expertise are needed during this step. Convening partners from across recovery core capabilities and different disciplines will lead to more comprehensive solutions, especially for the cross-cutting issues (e.g., population displacement, workforce housing, re-opening of impacted schools, etc.). Collaborative dialogue continues until the participants reach consensus on the Strategy's content.

The Recovery Strategy generally is completed 30-60 days after the Mission Scoping Report, but this may take longer for a catastrophic event or an operation with a small staff. While the development of strategies and actions require a thoughtful approach, time is of the essence to maintain recovery momentum. Some recovery activities may occur to address the more temporal issues while the Recovery Strategy is being developed, sometimes resulting in competing priorities to be managed. The Strategy is a living document, so significant changes in circumstances may result in adaptations to strategies and updates to the document itself.

## Transition to Steady State

The Recovery Strategy timelines and milestones provide some guidance as to when the transition to steady state operations occur. If a particular action no longer requires coordination across partners, then that action may transition to a steady-state program of a particular agency or whole community partner. However, the responsible party needs to

## Missouri Disaster Recovery Framework (MDRF)

continue tracking and reporting progress to the RSF Lead and SDRC until the action is completed and the project closed. If an action is complete, then no further activity is required of the partners after final the final report.

Long-term recovery operation for a disaster is considered fully transitioned to steady state when all actions have been completed or have transitioned to partners' steady state programs. Period reports will continue until all actions have been completed or closed.

### **MAINTENANCE**

The SDRC and RSF Leads will engage RSF Partners to conduct an after-action review following each exercise or disaster; the findings and recommendations will be compiled into a report to inform revisions to the framework. At least annually, the SDRC and RSF Leads will convene RSF Partners to review the plan and make necessary edits. This provides an opportunity to capture lessons learned during actual events or exercises. Stakeholders will have an opportunity to provide feedback on proposed changes during an open comment period.

# **Missouri Disaster Recovery Framework (MDRF)**

**ANNEX 1 – RSF-1: COMMUNITY RECOVERY SUPPORT FUNCTION**

**ANNEX 2 – RSF-2: ECONOMIC RECOVERY SUPPORT FUNCTION**

**ANNEX 3 – RSF-3: HEALTH AND SOCIAL SERVICES RECOVERY SUPPORT FUNCTION**

**ANNEX 4 – RSF-4: HOUSING RECOVERY SUPPORT FUNCTION**

**ANNEX 5 – RSF-5: INFRASTRUCTURE RECOVERY SUPPORT FUNCTION**

**ANNEX 6 – RSF-6: NATURAL AND CULTURAL RESOURCES RECOVERY SUPPORT FUNCTION**

**ANNEX 7 – RSF 7: AGRICULTURE RECOVERY SUPPORT FUNCTION**

**ANNEX 8 – TRADITIONAL DISASTER ASSISTANCE**

# Missouri Disaster Recovery Framework (MDRF)

## Maintenance Documentation

The Missouri Disaster Recovery Framework will be reviewed by the State Disaster Recovery Coordinator, in partnership with the State Recovery Support Function Leads, following each Presidentially-Declared event in the state. Following each review, the State Disaster Recovery Coordinator will sign next to the date the plan is finalized. Following the 3.1 draft, State Recovery Support Function Leads will also initial next to their appropriate annex title.

\_\_\_\_\_ 3.1 January 14, 2022



# Missouri Disaster Recovery Framework (MDRF)

## Community Recovery Support Function Annex

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Community Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the housing sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the housing sector of disaster recovery.

## State Lead: Varies by Incident

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

## Critical Tasks:

Unify and coordinate expertise and assistance to support and build the recovery capabilities and community planning resources of local, governments.

- More viable, resilient and safer communities measured by a stable or increased tax base, an increase in the number of local governments, businesses, homeowners and renters carrying insurance, and fewer structures in harm's way or more protected structures in harm's way;
- Ensuring that the State of Missouri has the capacity at every level to plan for and engage in a comprehensive and effective long-term recovery based from impact assessment and measured by a defined outcome and metrics. The targets to accomplish this goal include ensuring knowledge and resources regarding long-term recovery planning; ability and capacity to assess circumstances; capabilities to develop a plan; and abilities to implement the plan or strategy;
- Increasing awareness of sustainable building techniques in housing, businesses and public facilities;

# Missouri Disaster Recovery Framework (MDRF)

## Support Agencies:

### Strategic Members:

- Local Community Organizations Active in Disaster
- Local Long Term Recovery Committees
- Department of Public Safety
  - State Emergency Management Agency
  - Missouri Veterans Commission
- Department of Agriculture
- Department of Conservation
- Department of Corrections
- Department of Elementary and Secondary Education
- Department of Higher Education and Workforce Development
- Department of Commerce and Insurance
- Department of Mental Health
- Department of Natural Resources
- Department of Social Services
- Department of Transportation
- Department of Economic Development
- Missouri Association of Councils of Government
- Missouri Voluntary Organizations Active in Disasters
- Governor's Faith-Based and Community Service Partnership for Disaster Recovery

### Support Critical Members:

- Missouri Office of Administration
- University of Missouri Extension
- Missouri Main Street Connection
- Missouri Municipal League
- Missouri Association of Counties
- Missouri Chamber of Commerce and Industry
- Missouri Emergency Management Association
- University of Missouri Institute of Public Policy
- Drury University, Hammons School of Architecture
- Missouri State University, Center for Resources Planning and Management
- University of Central Missouri- Crisis and Disaster Management Program
- United States Department of Agriculture
- American Planning Association - Missouri Chapters
- 

### Partner Members:

- Missouri Governor's Council on Disabilities
- Missouri Office of Child Advocate

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- Missouri Coalition for Community Behavioral Healthcare
- Missouri Office of the Attorney General
- Missouri Lieutenant Governor's Office
- Family and Community Trust
- United Way 211
- Local public health agencies
- Regional healthcare coalitions
- Missouri Association of Area Agencies on Aging
- Missouri Commission for Human Rights
- American Red Cross
- Missouri Office of Equal Opportunity
- Alliance of Missouri Community Foundations
- Missouri Community Action Network
- The Salvation Army
- Missouri Catholic Charities Organizations
- Missouri Baptist Disaster Relief
- Missouri Community Betterment
- Missouri Hospital Association
- Missouri Health Care Association
- Washington University
- Missouri Levee and Drainage District Association

# Missouri Disaster Recovery Framework (MDRF)

## Mission:

Supporting and building recovery capabilities and community planning resources of local governments needed to effectively plan for, manage and implement disaster recovery activities in large, unique or catastrophic incidents.

## Purpose:

The purpose of the Community Recovery Support Function is to create a collaborative group of stakeholders that understand and work with the Whole Community on a day-to-day basis that can use their expertise and resources to assist Missouri communities (local governments, non-profits, local organizations, developers) to find/create/facilitate a path toward recovery. The goal of the Recovery Support Function is to recognize gaps in capacity and use existing resources and expertise to fill them.

While the focus of the sector is on the recovery of the community at-large, it is recognized and appreciated that the whole of the community is made up of individuals and families each with their own recovery circumstances. To create and sustain a community recovery there must be individual and family recoveries underway. To reach out to all sectors of the community to participate in the long-term recovery planning and activities, the health and well-being of the residents must be prevalent.

## Guiding Principles:

- 1) Successful community recovery requires intense amounts of community engagement.
- 2) Long-term disaster recovery is led locally.
- 3) Post disaster planning does not have to be an extensive, costly planning process. It may include a visioning process for key anchor recovery projects of high importance to the citizens.
- 4) Actions taken in disaster response and early recovery may define the success of long-term recovery. Redevelopment of projects with an emphasis toward resilience can change a community's future impact.
- 5) Creativity with the deployment of personnel is encouraged to support long-term community recovery. Strong planners and facilitators from different agencies may be called upon to assist local governments.
- 6) Creativity with flexible agency funds is encouraged to support community recovery.
- 7) Issues are often defined in disasters by emotion. Data should support and confirm decisions to direct resources to a certain community.

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## Objectives:

The Community recovery Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Community RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives. The overall goal is to get Missourians back into homes that are safe, sanitary and functional for all community members so they do not have to relocate.

### Objective #1:

Increase the number of financially threatened community facility projects gaining full operation within 6-, 12- and 18-months post-disaster.

#### Baseline Measure:

Identification of community priorities within the Recovery Support Strategies.

#### Strategy:

Work with partners and stakeholders from throughout the Whole Community in a series of collaborative discussions about locally-led priorities for recovery.

### Objective #2:

Increase the ability of communities to recover from substantial debris leftover from disasters, as well as examine the underlying issues that lead to diminished capacity to recovery from a disaster event.

#### Baseline Measure:

While completing steps towards the Advance Evaluation Report, focus on capacity for debris removal and other emergency resources.

#### Strategy:

Conduct outreach to share resources to communities impacted by disaster events to assist with capacity building, debris removal, and/or any other long-term recovery strategy needs.

### Objective #3:

Increase the number of community facility projects incorporating resilience in their design within 3, 6, and 12 months of the disaster.

# Missouri Disaster Recovery Framework (MDRF)

## Baseline Measure:

Determine number and location of facilities with resilience incorporated compared to total damaged facilities.

## Strategy:

Conduct outreach during discussions of re-building of damaged sites; encourage communities to factor in resilience strategies in grant applications and progress plans.

## **Assumptions and Considerations:**

The following assumptions can generally be made about Community recovery. Having a common understanding of community in the State will help partners assist communities and our State's individuals and families recover more quickly and efficiently

- The collaboration of agencies for recovery efforts will provide stronger relationships positively affecting work in non-disaster times.
- Both pre- and post-disaster recovery planning should be encouraged as a means of building capacity of local communities:
  - The development of a plan (strategic, operational, or tactical) related to pre-disaster or post-disaster recovery is a key element in the level of success a community may gain after experiencing a disaster.
  - The existence of a plan often allows clarity in decision making as circumstances may have already been vetted during the planning process.
- It is difficult to organize resources, capture attention and think critically when faced with the response to any disaster, regardless of size.

## **Concept of Operations:**

### **Situational Awareness and Monitoring**

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Community RSF and other RSFs needing recovery actions. Activities

# Missouri Disaster Recovery Framework (MDRF)

in this stage focus on gathering and sharing information. Working with the Community RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Community RSF Lead engages with all the Emergency Support Functions (ESF) that have information critical to recovery operations. The Community RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Community RSF need to be involved early in the disaster response phase in order to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

## Full RSF Activation Criteria

The Community RSF structure's purpose is to support local governments by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Community RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Community RSF will work to determine the local Community RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the Community RSF Lead will recommend to the SDRC that further Community RSF partners be engaged to begin coordinating recovery activities.

## Health and Social Services RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Community RSF is needed. Situations and information rapidly change and the Community RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were local resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Is the continuation of community services going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?



# Missouri Disaster Recovery Framework (MDRF)

4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

## Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.

## Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

Accordingly, the Community RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Community RSF Lead and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

## RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Community RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Community RSF is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Community RSF transitions to a steady state, the RSF Lead

# Missouri Disaster Recovery Framework (MDRF)

will continue to be available for support and assistance through existing programs and operations.

## Pre-Disaster Activities

Recovery from any emergency incident is enhanced by the pre-incident strength and resilience of the individual, the community and the systems that compose the community. Relative to the Community RSF, the more prepared, robust and resilient our local communities and their planning efforts are, the more likely is our expeditious and complete return to former levels of services and functioning or better. Likewise, community systems that plan, prepare and exercise together are more likely to recover and recover more quickly from an emergency incident. These activities may include, but are not limited to:

- Encouraging an increase in capacity building to ensure threatened community facilities can be prepared pre-disaster;
- Working to increase the number of community facility projects incorporating resilience in their design within 3, 6, and 12 months of the disaster;
- Incorporating peer-to-peer opportunities for trainings and workshops regarding pre-disaster recovery planning or capacity building;
- Appropriate data collection and dissemination as efficiently as possible.

## Short-Term Recovery

Initial efforts will be focused on assessing and stabilizing community functions in impacted communities. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Maintain awareness of sheltering, evacuation, and displacement operations during disasters, and share that information with appropriate partners;
- Research and maintain information on impacted communities, including their Social Vulnerability Index data, vulnerable populations considerations, poverty index placement, census data, and/or health and social services requirements;
- Work with local partners regarding immediate capacity needs to determine if federal assistance may be available.

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## Intermediate Recovery

The Community RSF Lead will continue to be active in Intermediate Recovery and to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Providing technical assistance to local communities for planning;
- Coordinating conversations with stakeholders regarding the community's capacity to recover, underlying issues that hinder recovery, and goals for the community on a broader scale;
- Share information on, and provide technical assistance to acquire programs for local governments and communities;
- Maintain situational awareness of unmet needs for impacted Missourians.

## Long-Term Recovery

Clear communications will continue to be a critical component of recovery. The primary goal will be a return to normalcy and encouragement of housing needs of affected individuals and the community to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Promote self-sufficiency and resiliency of resources through community outreach and communication;
- Assisting with providing reference to the National Flood Insurance Program Coordinator and their team, as well as providing opportunity to view on other insurance, foreclosure, purchasing new homes, and building codes;
- Maintain potential assistance resource database for local governments and community partners.

## Roles and Responsibilities

Each community partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the housing recovery efforts. The roles and responsibilities will be different based on individual types of disasters; however, the following will be the basis of participation. The roles and responsibilities will be different based on individual types of disasters, and may include:

## **Missouri Disaster Recovery Framework (MDRF)**

- Developing of interim and long-term strategies for supporting local efforts to provide training, funding, or capacity-building opportunities;
- Coordination with partners to ensure equitable distribution of opportunities and information;
- Coordinating outreach and case management activities between state agencies and NGOs.

Entities in the Community RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

# Missouri Disaster Recovery Framework (MDRF)

## Economic Recovery Support Function Annex

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Economic Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the housing sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the housing sector of disaster recovery.

## State Lead: Varies by Incident

*Federal Counterpart: U.S. Department of Commerce*

## Critical Tasks:

Analyze the economic impact of a community and potential inhibitors for revitalization and stabilization.

- Involve economic stakeholders from all sectors to implement economic recovery strategies including the following considerations:
  - Cash Flow
  - Business Resumption
  - Capital Access and Insurance
  - Workforce Development
  - Economic Development
  - Small Businesses
  - Marketing and Communications
  - Resiliency and Community Planning

# Missouri Disaster Recovery Framework (MDRF)

## Support Agencies:

### Strategic Members:

- Missouri State Treasurer's Office
- Department of Agriculture
- Department of Higher Education and Workforce Development
- Department of Commerce and Insurance
- Department of Social Services
- Department of Transportation
- Department of Labor and Industrial Relations
- Department of Natural Resources
  - Division of Energy
- Department of Public Safety
  - State Emergency Management Agency
- Department of Economic Development
- Missouri Public Service Commission
- Missouri Association of Councils of Government
- Missouri Chamber of Commerce and Industry
- University of Missouri Extension
- Missouri Economic Development Council

### Support Critical Members:

- Missouri Office of Administration
- University of Missouri Extension
- Missouri Main Street Connection
- Missouri Chamber of Commerce and Industry
- Department of Conservation
- Department of Natural Resources
  - State Parks Division
- Missouri Public Transit Association
- Missouri Attorney General's Office
  - Consumer Protection Division
- Missouri Small Business and Technology Development Centers
- United States Department of Agriculture

### Partner Members:

- Department of Conservation
- Department of Health and Senior Services
- Missouri Lieutenant Governor's Office
- Missouri Office of Equal Opportunity
- Alliance of Missouri Community Foundations
- Missouri Community Action Network

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- Missouri Community Betterment
- Missouri Economic Development Council
- Missouri Economic Development Finance Association
- Missouri Development Finance Board
- Missouri Technology Corporation
- Missouri Association of Conventions and Visitors Bureaus



# Missouri Disaster Recovery Framework (MDRF)

## Mission:

To return economic and business to a state of health and develop new economic activities that results in sustainable and economically viable communities.

## Purpose:

The purpose of the Economic Recovery Support Function is to focus a lens on the business and economic sector by creating a collaborative group of agencies that work in the economic development field on a day-to-day basis. The goal is to use that collective expertise to assist local governments, local chambers, regional economic development organizations and other groups to find the barriers to disaster recovery, fill gaps, and facilitate planning and direction at the state and local level. Like the role of the public sector in economic development, the role of the group is to design ways to mitigate risk and allow the private sector the confidence necessary to invest and regain the economic force.

## Guiding Principles:

- 1) The members of the Economic RSF understand and recognize the risks and opportunities associated with a disaster's impact to the economy and the efforts necessary to add value to a positive recovery.
- 2) Actions taken in disaster response and early recovery may define the success of long-term recovery. Tracking and awareness is key.
- 3) Creativity with the deployment of personnel is encouraged to support long term economic recovery.
- 4) Creativity with flexible agency funds is encouraged to support economic recovery.
- 5) Federal resources should be maximized and where necessary, encouraged through state policy. Technical assistance provided to businesses to access federal resources may be a strategy deployed by state experts.
- 6) Issues are often defined in disasters by emotion. Data should support and confirm decisions to direct resources to a certain community.

## Objectives:

The Economic recovery Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Economic RSF when evaluating and activating the RSF. However, the

# Missouri Disaster Recovery Framework (MDRF)

specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives. The overall goal is to get Missourians back to work and restore businesses to their pre-disaster status.

## **Objective #1:**

Increase the number of disaster affected businesses returning to operation within 3-, 6-, and 12-months of the disaster.

### Baseline Measure:

The number of affected businesses as defined by the damage assessments, less the number of flood insurance claims paid in those same areas (as applicable), less the number of SBA loans in those same areas.

### Strategy:

Promote potential federal assistance programs for impacted businesses; work with workforce development partners to increase an impacted business' ability to recover and return to work.

## **Objective #2:**

Increase the number of disaster affected employees returning to full employment within 3-, 6-, and 12-months of the disaster.

### Baseline Measure:

The number of unemployment claims filed under disaster unemployment.

### Strategy:

Promote potential federal assistance programs for impacted individuals; work with workforce development partners for job promotion and information sharing; work with local businesses to restore their ability to maintain employees.

## **Objective #3:**

Increase the number of disaster affected businesses returning to a more resilient operation within 12 months of the disaster.

### Baseline Measure:

## **Missouri Disaster Recovery Framework (MDRF)**

The number of affected businesses as defined by the damage assessments compared with the total number of businesses in programs that can provide indemnity, such as the National Flood Insurance Program, the total number of businesses with a continuity plan, and the total number of businesses impacted by a physical mitigation measure.

### Strategy:

Conduct outreach during discussions of resilience strategies, as well as promote grant applications, and trainings for business owners, advisors, and stakeholders.

### **Assumptions and Considerations:**

The following assumptions can generally be made about Economic recovery. Having a common understanding of community in the State will help partners assist communities and our State's individuals and families recover more quickly and efficiently

- The collaboration of agencies for recovery efforts will provide stronger relationships positively affecting work in non-disaster times.
- Loss of local government tax base caused from loss of business which impacts delivery of essential services, including schools and eventual loss of quality of life in the community;
- It is difficult to organize resources, capture attention and think critically when faced with the response to any disaster, regardless of size.

### **Concept of Operations:**

#### **Situational Awareness and Monitoring**

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Economic RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working with the Economic RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

## **Missouri Disaster Recovery Framework (MDRF)**

The Economic RSF Lead engages with all the Emergency Support Functions (ESF) that have information critical to recovery operations. The Economic RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Economic RSF need to be involved early in the disaster response phase to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

### **Full RSF Activation Criteria**

The Economic RSF structure's purpose is to support business and the workforce by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Economic RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Economic RSF will work to determine the local Economic RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the Economic RFF Lead will recommend to the SDRC that further Economic RSF partners be engaged to begin coordinating recovery activities.

### **Economic RSF Activation Criteria**

The following evaluation questions will help determine if the activation of the Economic RSF is needed. Situations and information rapidly change and the Economic RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were local resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Is the continuation of impacted businesses going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

### **Report Submissions**

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

# Missouri Disaster Recovery Framework (MDRF)

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.

## Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical, and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

Accordingly, the Economic RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Economic and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

## RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Economic RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Economic RSF is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Economic RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

## Pre-Disaster Activities

Recovery from any emergency incident is enhanced by the pre-incident strength and resilience of the individual, the community and the systems that compose the community. Relative to the Economic RSF, the more prepared, robust and resilient

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our local communities and their planning efforts are, the more likely is our expeditious and complete return to former levels of services and functioning or better. Likewise, community systems that plan, prepare and exercise together are more likely to recover and recover more quickly from an emergency incident. These activities may include, but are not limited to:

- Encouraging planning for continuity of operations and resiliency planning for businesses;
- Work with workforce development partners to teach businesses potential threats in their area;
- Incorporating peer-to-peer opportunities for trainings and workshops regarding pre-disaster recovery planning or capacity building;
- Appropriate data collection and dissemination as efficiently as possible.

### **Short-Term Recovery**

Initial efforts will be focused on assessing and stabilizing community functions in impacted communities. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Maintain awareness of displacement operations during disasters, and share that information with appropriate partners as they impact the ability to return to work;
- Encourage participation and application for relief and assistance as early as possible for impacted businesses and workers;
- Work with local partners regarding immediate capacity needs to determine if federal assistance may be available.

### **Intermediate Recovery**

The Economic RSF Lead will continue to be active in Intermediate Recovery and to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Providing technical assistance to businesses for planning;
- Coordinating conversations with stakeholders regarding the impacted sectors and industries, as well as workforce opportunities;
- Share information on, and provide technical assistance to acquire programs for local governments and communities;

## **Missouri Disaster Recovery Framework (MDRF)**

- Maintain situational awareness of unmet needs for impacted Missourians.

### **Long-Term Recovery**

Clear communications will continue to be a critical component of recovery. The primary goal will be a return to normalcy and to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Promote self-sufficiency and resiliency of resources through community outreach and communication;
- Provide possible solutions for communities with large numbers of businesses destroyed and still out of operation;
- Maintain potential assistance resource database for local governments and community partners.

### **Roles and Responsibilities**

Each community partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the housing recovery efforts. The roles and responsibilities will be different based on individual types of disasters; however, the following will be the basis of participation. The roles and responsibilities will be different based on individual types of disasters, and may include:

- Developing of interim and long-term strategies for supporting local efforts to provide training, funding, or capacity-building opportunities;
- Coordination with partners to ensure equitable distribution of opportunities and information;
- Coordinating outreach and case management activities between state agencies and NGOs.

Entities in the Economic RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

# Missouri Disaster Recovery Framework (MDRF)

## Health and Social Services Recovery Support Function Annex



# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Infrastructure Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the Infrastructure sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the infrastructure sector of disaster recovery.

## State Lead:

**Missouri Department of Health and Senior Services**

*Federal Counterpart: U.S. Department of Health and Human Services*

## Critical Tasks:

Identify and prioritize restoration of health and social service needs based on stakeholder input.

Restore healthcare and social services including the following:

- Healthcare Services at all levels: hospitals, EMS outpatient, home health, pharmacies, long-term care
- Behavioral Health
- Public Health
- Environmental Health Social Services
- Additional consideration will include:
  - Food Safety and Regulated Medical Products
  - Long-Term health issues
  - Specific to Responders
    - Vulnerable Populations
    - Resiliency

# Missouri Disaster Recovery Framework (MDRF)

## Support Agencies:

### Strategic Members:

- Department of Mental Health
- Department of Natural Resources
  - Division of Environmental Quality
- Department of Social Services
- Department of Public Safety
  - State Emergency Management Agency

### Support Critical Members:

- Department of Corrections
- Department of Economic Development
  - Division of Business and Community Solutions
- Department of Commerce and Insurance

### Partner Members:

- Missouri Governor's Council on Disabilities
- Missouri Office of Child Advocate
- Missouri Veterans Commission
- Missouri Coalition for Community Behavioral Healthcare
- Missouri Office of Attorney General
- United Way 211
- Missouri Department of Agriculture
- Missouri Department of Transportation
- Family and Community Trust
- Local public health agencies
- Regional healthcare coalitions
- Missouri Alliance for Home Care
- Missouri EMS Association
- Mid-America Regional Council
- Missouri Hospital Association
- Missouri Health Care Association
- Missouri Primary Care Association
- St. Louis Area Regional Response System
- Healthcare Foundation of Greater Kansas City
- Private Insurance Providers
- Heartland Dialysis Network
- Missouri HealthNet
- Missouri Consolidated Health Care Plan
- Long-term care associations

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- Missouri Foundation for Health
- Missouri Association of Area Agencies on Aging
- Statewide Independent Living Council
- Missouri Commission for Human Rights
- Missouri Volunteer Organizations Active in Disaster
- Missouri Emergency Management Association
- American Red Cross
- Community Organizations Active in Disaster
- Long-Term Recovery Committees
- Alliance of Missouri Community Foundations
- Missouri Community Action Network
- Missouri Association of Nursing Home Administrators
- Governor's Faith-Based & Community Service Partnership for Disaster Recovery

# Missouri Disaster Recovery Framework (MDRF)

## Mission:

Assist locally led efforts to restore public health, health care, and social services functions to promote the resilience, independence, and well-being of communities and individuals.

## Purpose:

The Health and Social Services Recovery Support Function (RSF) is tasked with restoring, sustaining, and to the extent practical improve health and social services functions and networks. In this RSF, health refers to public, environmental, behavioral, and medical health services and networks. Healthcare and public and environmental health services are critical to community recovery efforts and often have a direct economic impact to many communities. In addition, social services and behavioral health services have a major impact on the ability of a community to recover, particularly for children and families at risk affected by the disaster.

The Health and Social Services RSF facilitates the continuation and restoration of critical medical, public, environmental and behavioral health services as well as essential social services functions. The HSS RSF engages community partners and stakeholders across government agencies, private entities, non-profit, voluntary, and faith-based organizations, as well as healthcare coalitions to ensure essential health and social services are maintained or timely restored in impacted communities.

## Guiding Principles:

1. Successful community recovery requires intense amounts of whole community engagement.
2. Long-term disaster recovery is led locally.
3. Post disaster planning does not have to be an extensive, costly planning process. It may include a visioning process combined with a design charrette in order to define key anchor recovery projects of high importance to the citizens in disaster impacted communities.
4. Post-disaster and health and social services recovery planning should be routinely and systematically revised and updated.
5. Coordinated actions taken in disaster response and early recovery may define the success of long- term recovery. Redevelopment of projects with an emphasis toward resilience can change a community's future impact.
6. Integration of whole community partners is encouraged to support long-term community recovery.
7. Allowing flexibility with partner agency resources is encouraged to support community recovery.

## Missouri Disaster Recovery Framework (MDRF)

8. Data should support and inform decisions to direct resources to identified community needs.
9. Ensure those with access and functional needs have equitable access to community services throughout the recovery process.
10. Partner with RSF leads and recovery leadership on community impacts to essential health services in order to prevent duplication of effort and unify recovery strategies.
11. Ensure intentional inclusive efforts are made to engage with local individuals, families and communities in order to capture priorities and needs to recover.
12. Integrate regulatory/statutory requirements and subject matter expertise early in a disaster recovery planning process.

### Objectives:

The Infrastructure Systems Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Infrastructure Systems RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives.

#### Objective #1:

Restore the capacity and increase the resilience of healthcare, public and environmental health to deliver essential health services to meet ongoing and emerging post-disaster community needs.

##### Baseline Measure:

- 1) Public health – The annual profile document for each local public health agency (LPHA) indicates all services provided by the LPHA prior to the emergency incident. [www.health.mo.gov](http://www.health.mo.gov)
- 2) Public health – The directory of services provided or coordinated by the Missouri Department of Health and Senior Services (DHSS) is available at [www.health.mo.gov](http://www.health.mo.gov) This also includes resources from healthcare coalitions – such as the Missouri Hospital Association, and EMResource.
- 3) Hospitals – The number of hospitals, licensed bed availability and type, and trauma designations are available through DHSS Division of Regulation and Licensure (DRL).  
<https://health.mo.gov/safety/healthservregs/pdf/MOospbyCounty.pdf>

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- 4) Emergency Medical Services – The number and type of ambulances available (e.g., Basic Life Support, Advanced Life Support, ground or air) are available through DHSS DRL.  
<https://health.mo.gov/safety/ems/pdf/GroundAmbulanceDirectory.pdf>  
<https://health.mo.gov/safety/ems/pdf/AirAmbulanceDirectory.pdf>
- 5) Healthcare professionals available by county – The annual profile document submitted by each LPHA provides the ratio of physicians to population and nurses to population. [www.health.mo.gov](http://www.health.mo.gov)
- 6) emPOWER de-identified data – Indicates the number of Medicare claims by zip code or area of incident impact within the state. DHSS receives monthly data updates.  
<https://empowermap.hhs.gov/>
- 7) Chronic disease rates in Missouri – Provides data by zip code for community rates of chronic diseases within Missouri -  
<https://webapp01.dhss.mo.gov/MOPHIMS/MOPHIMSHome>
- 8) Long Term Care – Especially those facilities where residents are not ambulatory, and may be in need of assistance to relocate them to a new facility.

### Strategy:

- 1) Public health – Various strategies to re-establish essential services will be employed including: activating the state-wide LPHA mutual aid agreement or contracting with surrounding LPHAs; augmenting LPHA staff with DHSS staff, as available; and using the Emergency Management Assistance Compact (EMAC) or federal resource requests to augment in-state public health staff with public health staff from other states.
- 2) Hospitals and healthcare professionals – Various strategies to re-establish essential services will be employed including: activating the state-wide hospital mutual aid agreement; and using the EMAC or federal resource requests to augment in-state hospital and healthcare professional staff with hospital and healthcare professional staff from other states.
- 3) EMS – Various strategies to re-establish essential services will be employed including: activating the state-wide EMS mutual aid agreement; and using the EMAC or federal resource requests to augment in-state EMS with EMS staff from other states. This can

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also include the development of a strategy for EMS' response in situations.

- 4) emPOWER Medicare claims and chronic disease rates – These rates of use as measure by Medicare claims data and chronic disease incidence rates, compared to the use and rates prior to the incident, will provide information about the impact of the incident and recovery from the cascading impacts of the incident.

### Objective #2:

Restore capacity and increase the resilience of behavioral health services to meet the ongoing and emerging behavioral health needs of the impacted individuals, the community at large and response and recovery workers.

#### Baseline Measure:

- 1) Behavioral Health – The 2018 Membership Directory for Missouri Coalition for Community Behavioral Healthcare lists Community Mental Health Centers for each county in Missouri.  
<https://www.mocoalition.org/providers> The services each Community Mental Health Center provides is described at: [https://docs.wixstatic.com/ugd/6dadf9\\_325807b56fe642a5814704caa483c82b.pdf](https://docs.wixstatic.com/ugd/6dadf9_325807b56fe642a5814704caa483c82b.pdf)
- 2) Behavioral Health – The directory of services provided or coordinated by DMH is available at the DMH website. <https://dmh.mo.gov/>
- 3) Behavioral Health – The Behavioral Health Crisis Hotline (AKA - Access Crisis Intervention hotline) is staffed by mental health professionals who can respond to crisis 24 hours a day/7 days a week. The hotline is available statewide. A map outlining numbers to call (by county) is available: <https://dmh.mo.gov/mentalillness/progs/acimap.html>
- 4) Behavioral Health – The Substance Abuse and Mental Health Services Administration (SAMHSA) Disaster Distress Helpline provides 24/7, 365 day a year crisis counseling and support to people experiencing emotional distress related to natural or human-caused disasters. <https://www.samhsa.gov/find-help/disaster-distress-helpline>

#### Strategy:

Behavioral Health – Various strategies to reestablish and ensure consistency to essential services to include: deploying staff from

# Missouri Disaster Recovery Framework (MDRF)

Community Mental Health Centers, deploying staff from Department of Mental Health, grant writing for crisis counselling services (if disaster is federally declared), conducting needs assessments, and providing support to SEMA and other state and community agencies in short and long term operations.

## Objective #3:

Collaborate with partners to inform the public regarding essential services/safety messages, disaster recovery, and support services via multiple media platforms

### Baseline Measure:

- 1) DHSS – Mechanism to distribute Health Alert Network alerts, advisories, updates and guidance is available
- 2) DMH – specific behavioral health messaging to partner agencies through JIC, social media, internet, email, canvassing, etc.
- 3) DSS – Normal communication channels, email, social media, and internet are available
- 4) DSS – Multi-Agency Resource Centers will be established in impacted communities following an event, if determined by Missouri Voluntary Organizations Active in Disaster.
- 5) DPS – If established, media information will be shared with the Joint Information Center.

### Strategy:

- 1) DHSS continues to issue Health Alert Network alerts, advisories, updates and guidance as needed and according to established protocols
- 2) DSS – Coordinate through the JIC, when applicable, with state and federal partners, and Office of the Governor.
- 3) DSS - Communicate information on disaster related changes to existing programs and new or expanded programs and services to field staff via email, policy memos and DSS intranet.



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- 4) DSS – Communicate via existing lists information on all programs and services that can be utilized for recovery to partner agencies who can share with their clients.
- 5) DSS - Outreach to the public and partner agencies via social media, DSS internet site, and press releases.
- 6) DSS – Provide general information to the public on available programs and services and how to access them at Multi-Agency Resource Centers and local Resource Centers.

### **Assumptions and Considerations:**

The following assumptions can generally be made about Health and Social Services recovery. Having a common understanding of the health and social services in the State will help partners assist communities and our State's individuals and families recover more quickly and efficiently

- Timely restoration of medical, public and environmental health systems is critical to a community's recovery efforts;
- Access to medical care in impacted communities is essential to maintaining the population of communities in addition to being an economic driver in many communities. Likewise, timely public and environmental health services have a direct impact on the health and recovery of impacted individuals and the ability to re-open businesses such as restaurants, childcare centers, lodging facilities, etc.;
- The Health and Social Services RSF coordinates medical, public, and environmental health officials, coalitions and partners to assess the medical needs, prevent the spread of disease, mitigate environmental health hazards, and insure sustainability of services in impacted communities. These services are critical to the restoration of services and recovery in disaster areas;
- Continuation or timely restoration of behavioral health services and social services functions including crisis counseling and supportive social services are paramount to returning impacted communities to a sense of normalcy. Assisting impacted individuals can return to a routine such as resuming child care, school, and or work routines creates a sense of recovery for individuals while also serving as an economic catalyst for the impacted community;
- The Health and Social Services RSF coordinates the provision of mental health services/crisis counseling in impacted communities

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offering support to traumatized individuals and first-responders to aid in long-term behavioral health recovery. In addition, this RSF coordinates the replacement of social services benefits as well as educating and enrolling eligible individuals and families in supportive services;

- A disaster declaration would be in place to allow for the release and use of critical resources, to implement crisis standards of care, and to provide a waiver for liability-related challenges. Governor issued executive orders would also be necessary to waive statutory requirements regarding medical practices;
- Due to potentially widespread impacts of the incident, managing resources such as medical supplies, pharmacies and clinics, and medication inventories will be a challenge. Executive branch action may be required to suspend rules and statues regarding medication distribution;
- Durable and non-durable medical resources may be severely limited, particularly in the directly impacted areas;
- The medical and healthcare system costs associated with the incident will likely exceed local and state financial resources;
- Work force protection will be modified as appropriate and tailored to the incident to account for the increased and unknown risk;
- Just-in-time training may be necessary to address personnel shortages and should be developed, along with job action sheets, in advance to facilitate backfilling of positions across public environmental, mental, and medical health roles;
- The private healthcare and governmental public health systems may be completely overwhelmed, and augmented staff may be necessary. Alternative care sites should be considered as necessary but will likely require augmented staffing resources;
- Health and behavioral health conditions and symptoms will likely increase as a result of toxic stress or other impacts of the disaster, the disaster response and thus create increased need for medical and behavioral health services;
- Medical care facilities will likely have logistical challenges;
- Significant numbers of people with medical needs may be staying in shelters, possibly for months depending on the incident. Coordination between healthcare providers, public health and shelters will be necessary;
- Shelters should anticipate the need for routine medical care and implement precautions, which may include isolation techniques, to

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address routine communicable disease outbreaks such as respiratory illness, conjunctivitis, etc.;

- People will leave the immediately impacted area and seek medical assistance of both emergency and routine natures in other health jurisdictions;
- Long-term environmental monitoring will be needed of water, food, air quality, sanitation systems, and debris management systems. This monitoring will be a coordinated effort with environmental health, public works, and other local, state, and federal agencies including public, environmental, and mental health and medical services. An initial process should be developed and in place during the response phase that can be refined for recovery;
- Vital records managers will need to coordinate with coroners and medical examiners to manage fatalities caused by the incident;
- The morbidity and mortality rates associated with the incident may be significant;
- Palliative care will be established based on the needs of the incident;
- Crisis standards of care established during the response phase may extend into the recovery phase;
- Patient tracking will be maintained through short- and long-term recovery;
- Mental health/behavioral health support may be necessary for the local, state, and federal responders as well as the community and may be one of the longest- lasting functions of the incident;
- Family members of those in the affected area will need support, which will further tax the mental/behavioral health resources as well as other human service resources.

### Concept of Operations:

#### Situational Awareness and Monitoring

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Health and Social Services RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working with the Infrastructure Systems RSF Strategic and Critical Support Members, the

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State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Infrastructure Systems RSF Lead engages with members of the Emergency Support Functions (ESF) that have information critical to recovery operations, including ESF #3-Public Works, and Hazardous Materials, ESF #6-Mass Care and Human Services, ESF #8-Public Health and Medical Services, and ESF #11-Agriculture and Natural Resources. The Health and Social Services Systems RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Health and Social Services RSF need to be involved early in the disaster response phase in order to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

## Full RSF Activation Criteria

The Health and Social Services RSF structure's purpose is to support local governments by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Health and Social Services RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Health and Social Services RSF will work to determine the local Health and Social Services RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the State Health and Social Services Lead will recommend to the SDRC that further Health and Social Services RSF partners be engaged to begin coordinating recovery activities.

## Health and Social Services RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Health and Social Services RSF is needed. Situations and information rapidly changes and the Health and Social Services RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were health and social services resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?

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3. Are the continuation of health and social services going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

### Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.

### Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

Accordingly, the Health and Social Services RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Health and Social Services and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

### RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Health and Social Services RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Health and Social Services RSF is a capacity-building process that allows the community to gain an understanding of the

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resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Health and Social Services RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

## Pre-Disaster Activities

Recovery from any emergency incident is enhanced by the pre-incident strength and resilience of the individual, the community and the systems that compose the community. Relative to the Health and Social Services RSF, the more prepared, robust and resilient our public health, healthcare/medical, environmental, social services and behavioral health services, the more likely is our expeditious and complete return to former levels of services and functioning or better. For example, individuals who routinely practice healthy behaviors including physical activity, good nutrition and stress management, are more likely to recover and recover more quickly from the physical and emotional stress of an emergency incident. Likewise, health and social services systems that plan, prepare and exercise together are more likely to recover and recover more quickly from an emergency incident. These activities may include, but are not limited to:

- Assure the H&SS Recovery Annex is reviewed/revised, trained and exercised routinely.
- Encourage partners to examine and determine appropriate insurance levels to cover costs of recovery and return to pre-incident level.
- Encourage partners to develop plans to assure their facility's respective workforce does not leave employment or the immediate geographical area following the emergency. The facility and community cannot return to pre-incident state without an available and healthy workforce.
- Continue to seek adequate funding for public health, healthcare/medical, environmental, social services and behavioral health services in the pre-incident phase; this will improve the ability of the system providers to recover in the wake of an emergency.

## Short-Term Recovery

Initial efforts will be focused on assessing and stabilizing health and social services functions in impacted communities. Primary objectives will be the treatment of public, environmental, mental/behavioral, and medical issues related to the disaster.



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Public health communications will be a critical component of recovery. Public health and medical services will be active through all phases of recovery, although the scope and emphasis may change according to the characteristics of each phase. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Utilizing Department of Health and Senior Services (DHSS) and Department of Mental Health (DMH) information systems, healthcare coalitions, and community partners assess the operational capacity of critical health facilities including Local Public Health Agencies (LPHAs); hospitals, long-term care centers, and state operated behavioral health facilities in impacted communities.
- Utilizing DHSS, DMH and Department of Social Services (DSS) resources assess the operational capacity of state administrative offices and staff in impacted communities and their ability to initiate recovery activities.
- Verify the status of implemented Continuity of Operations (COOP) plans and determine how medical facilities, behavioral health facilities, LPHAs, governmental agencies, and community partners can maintain operations.
- Assess workforce capacity for these critical facilities as well as necessary operation supplies including power, generators, fuel, medical supplies, food and water supplies.
- Encourage engagement of regional healthcare coalitions to assist with communication and coordination of resources and planning.
- Utilizing DHSS, DMH, and DSS resources assess the status and medical needs of priority clients (disabled, elderly, medically fragile receiving in-home services, developmentally disabled, substance abuse, behavioral health, and those in custody and care of DSS).
- Using DHSS information systems assess and monitor the types of injuries, emergency department admissions, hospital procedures, etc.
- Insure the continued operations of critical reporting mechanisms such as the Child Abuse/Neglect and Senior Protection hotlines.
- Deploy Community Mental Health Center (CMHC) and other mental health professionals to staff, as resources allow and as dictated by the event, to provide resources on behavioral health related to disaster recovery.

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- Assess capacity of state and local resources available for deployment to impacted areas to provide public health services and expertise (food safety, communicable disease control, chronic disease management) to area shelters.
- Implement existing emergency contract with Missouri Poison control center to assist in disaster recovery activities including providing ongoing messaging to the public and fielding calls regarding medical care and/or public health information as deemed necessary by the disaster.
- Begin immediate outreach to stakeholder community including Community Action Agencies, Federally Qualified Health Centers (FQHC's), residential treatment facilities, Medicaid providers, and other contracted service agencies to assure continuation of services.
- Initiate disaster specific messaging regarding recommended behaviors to protect health and welfare (food safety messages, injury prevention, communicable disease, safe clean-up practices, etc.).
- Assess the prevalence of private wells in impacted communities as well as the risk of contamination of private wells through engagement of subject matter experts. Suspend fees associated with testing of private wells at the State Public Health Laboratory to encourage citizens to have private wells tested.
- Sanitation, food and drinking water safety, and vector control issues will be ongoing and may increase in priority during this phase of recovery. Vector issues relative to standing water, food disposal, and other incidents associated with outbreaks will be addressed, as necessary, through public messaging.
- It may be necessary to provide or assist in providing vaccinations for responders involved in the recovery effort. Mechanisms may need to be identified to prioritize the distribution of antibiotics and medications.

### **Intermediate Recovery**

Sustained efforts will be focused on restoring health and social services functions in impacted communities and conducting monitoring and surveillance for disease outbreaks, environmental health hazards and behavioral health issues. Primary objectives will be surveillance of impacted communities and individuals for adverse



## Missouri Disaster Recovery Framework (MDRF)

outcomes (disease outbreaks, environmental health hazards, behavioral health issues) and implementation of intervention strategies. Public health communications will continue to be a critical component of recovery. Public health and medical services will continue to be active and to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Medical surge may still be ongoing. Work to restore capacity and resilience of essential health services will begin.
  - The rebuilding and reestablishment of permanent medical facilities will begin.
  - Requests for mobile pharmacy, hospitals, pharmacists, and medical professionals through an Emergency Management Assistance Compact (EMAC) or federal resource requests to reestablish essential medical services may be necessary.
  - Identification of alternate sites for medical services in impacted communities may need to occur.
  - Encourage engagement of regional healthcare coalitions to assist with communication and coordination of resources and planning (Attachment 8).
- Apply for the Individual Services Program (ISP) Crisis Counseling program (CCP) grant if disaster qualifies and is necessary.
  - Apply for the Regular Service Program (RSP) CCP grant through if an ISP was completed and is necessary.
  - Identify state and federal resources available for continued behavioral health assistance and other related relevant services.
- Identify/quantify impacted regulated facilities (food establishments, childcare centers, and lodging establishments) and survey local capacity to expedite required inspections.
  - Identify state and federal resources available to assist in expedited inspections of regulated facilities.
- Quantify rates of disease in impacted areas to aid in projecting health and medical needs.
  - Continue surveillance of impacted communities for emerging infections and illness related to the disaster.
- Monitor impacted communities for increased incidents of behavioral health issues (domestic violence, drug use, assaults, depression, child abuse, neglect, etc.)
  - Direct the Family Support Division call center to begin monitoring and tracking calls related to impacted communities.

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- Continue monitoring DHSS systems for increased emergency room visits related to drug use, depression, and injury in impacted communities.
  - Initiate surveillance activities and monitor referrals for DMH services.
- Quantify the need for immunizations and local capacity to address needs (immunizations on hand and ability to administer).
  - Facilitate the ordering and distribution of immunizations to impacted communities.
- Quantify populations in impacted areas already receiving DHSS, DSS and DMH support services (In-home services, home delivered meals, Woman, Infants and Children (WIC), Temporary Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP), Medicaid, behavioral health services) to aid in projecting recovery capacity and additional support needs.
- Reconnect displaced populations with supportive services.
  - Compile existing participant contact information to assist in outreach to impacted individuals already receiving DSS, DMH, and/or DHSS benefits (TANF, WIC, SNAP, Medicaid, behavioral health services).
  - Initiate disaster specific messaging regarding continuity and/or replacement of services (TANF, WIC, SNAP, and Medicaid, behavioral health, sheltering services).
  - Apply for federal waivers to assist with replacement benefits as necessary.
  - Ensure continued communication with local state agency staff, community partners, Community Action Agencies, federal partners, and stakeholders to continue assessing the changing needs of impacted communities.
- Increase environmental public health recovery services. Identification, management, and control of vectors may increase.
- Continue disaster specific messaging regarding recommended behaviors to protect health and welfare (injury prevention, indoor environments, air and water quality, safe clean-up practices, etc.).
- Provide recovery specific messaging to communications teams for consolidated message site. Actively seek disaster specific messaging from stakeholders and subject matter experts.

### Long-Term Recovery

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Efforts will continue to focus on restoration of health and social services functions while continuing to evaluate community needs and following up on identified gaps. Clear communications will continue to be a critical component of recovery. The primary goal will be a return to normalcy and encouragement of health and social services systems to meet the medical, public, environmental, and behavioral health needs of affected individuals, response and recovery workers, and the community. to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Promote self-sufficiency and resiliency of critical health and social services functions.
  - Conduct disaster vulnerability assessments of critical health and social services facilities and work to ensure critical facilities have Continuity of Operations Plan (COOP) plans.
  - Work with partners and stakeholders to plan and prepare for disasters. Conduct disaster drills and exercises in increase readiness.
- Work with state and federal stakeholders to conceptualize and establish a federal healthcare recovery assistance program to support financial recovery efforts of impacted healthcare facilities to retain healthcare professionals in the impacted areas and prevent exacerbation of healthcare shortage areas.
- Work with private insurers in pre-disaster planning to draft policies for extending due dates or granting grace periods for premium payments, waiving certain medical and pharmacy refill restrictions, and suspension of prior authorization requirements for disaster impacted areas.
- Encourage engagement of regional healthcare coalitions to assist with communication and coordination of resources and planning).
- Draft emergency plans for DHSS, DMH, DSS priority clients and ensure education of agency staff on emergency preparedness and COOP implementation.
- Continue to monitor impacted communities for adverse outcomes and secondary impacts.
  - Monitor for and address secondary environmental health events (fires after flood, etc.)
  - Monitor impacted communities for increases in uncontrolled chronic disease, behavioral health issues, and emerging infectious disease.

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- Determination will need to be made regarding how long public health continues its monitoring efforts and how long the public sector continues to provide healthcare to the survivors.
- Promote self-sufficiency and continuity of health and wellbeing of affected individuals. Efforts should include special consideration for the needs of at-risk children, adults and seniors, underserved populations, and cultural barriers including those with language barriers. Encourage the public, stakeholders and populations currently receiving services to plan for disasters.
- Launch outreach/communication campaigns to ensure knowledge of available programs for impacted communities.
- Connect eligible individuals with job training/work-readiness services.
- Educate private well owners of contamination concerns during disasters, well testing resources, and proper methods for sanitizing private wells.
- Develop disaster specific messaging for multiple messaging platforms (press release, fact sheets, social media, radio, TV, etc.).

### Roles and Responsibilities

Each health and social services partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the health and social services recovery efforts. The roles and responsibilities will be different based on individual types of disasters; however, the following will be the basis of participation. The roles and responsibilities will be different based on individual types of disasters, and may include:

- At the local level local public health agencies, healthcare coalitions and emergency management teams will lead the efforts. At the state level the departments of Health and Senior Services, Social Services, Mental Health, and the State Emergency Management Agency will lead the efforts.
- Medical systems and healthcare coalitions should be engaged to respond to critical medical needs, provide medical surge capacity, and assure

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medical supplies and services are available and workforce levels are sustained in impacted communities or as close as to impacted areas as safely possible.

- The HSS RSF will provide technical advice and assistance to local agencies and partners regarding implementation of behavioral health services, environmental and public health practices, food and water supply safety, and coordination of social services functions.

Entities in the Health and Social Services RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

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## Housing Recovery Support Function Annex

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Housing Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the housing sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the housing sector of disaster recovery.

**State Lead:**  
**Missouri Housing Development Commission**  
**and**  
**Missouri State Treasurer's Office**

*Federal Counterpart: U.S. Department of Housing and Urban  
Development*

## Critical Tasks:

Identify and prioritize restoration of health and social service needs based on stakeholder input.

- Assess housing impacts and critical considerations for the following:
  - Temporary Housing Options
  - Permanent Housing Plans
  - Workforce Needs
  - Accessibility and Affordability of Housing Plans
  - Strengthening of Housing Market
  - Resiliency

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## Support Agencies:

### Strategic Members:

- Local public housing authorities
- Department of Economic Development
  - Division of Business and Community Solutions
- Department of Natural Resources
  - Division of Energy
- Department of Commerce and Insurance
- Department of Public Safety
  - State Emergency Management Agency

### Support Critical Members:

- Local Community Organizations Active in Disaster
- Local Long Term Recovery Committees
- Department of Higher Education and Workforce Development
- Department of Labor and Industrial Relations
- Department of Mental Health
- Department of Natural Resources
  - Missouri State Historic Preservation Office
  - Division of Environmental Quality
- Department of Social Services
- Missouri Governors Council on Disabilities
- National Association of Housing and Redevelopment Officials (Missouri Chapter)
- Missouri Department of Agriculture
- Missouri Department of Public Safety
  - Missouri Veterans Commission
- Missouri Department of Revenue
- Missouri Voluntary Organizations Active in Disasters
- Governor's Faith-Based and Community Service Partnership for Disaster Recovery
- United States Department of Agriculture

### Partner Members:

- Missouri Department of Elementary and Secondary Education
- Missouri Department of Transportation
- Missouri Governor's Council on Disabilities
- Missouri Office of Child Advocate
- Missouri Coalition for Community Behavioral Healthcare
- Missouri Office of the Attorney General
- Missouri Lieutenant Governor's Office
- Statewide Independent Living Council



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- Family and Community Trust
- United Way 211
- Local public health agencies
- Regional healthcare coalitions
- Missouri Alliance for Home Care
- Mid-America Regional Council
- Missouri Association of Area Agencies on Aging
- Statewide Independent Living Council
- Missouri Commission for Human Rights
- American Red Cross
- Missouri Office of Equal Opportunity
- Association of Building Officials and Inspectors
- Missouri Association of Code Enforcement
- Missouri Real Estate Commission
- Alliance of Missouri Community Foundations
- Missouri Community Action Network
- The Salvation Army
- Missouri Catholic Charities Organizations
- Missouri Baptist Disaster Relief
- Missouri Community Betterment

# Missouri Disaster Recovery Framework (MDRF)

## Mission:

Coordinate and facilitate the implementation of whole community housing recovery solutions that are sustainable and increase community resiliency until all those impacted by a disaster possess safe, affordable housing.

## Purpose:

The Housing Recovery Support Function (RSF) is tasked with restoring, sustaining, and to the extent practical improve housing functions and networks. This RSF requires taking into account social services and behavioral health services that can have a major impact on the ability of a community to recover, particularly for children and families at risk affected by the disaster, in addition to the Social Vulnerability Index.

The Housing RSF facilitates the continuation and restoration of critical housing services, as well as essential functions. The Housing RSF engages community partners and stakeholders across government agencies, private entities, non-profit, voluntary, and faith-based organizations, as well as private sector organizations and businesses to ensure essential housing services are maintained or timely restored in impacted communities.

## Guiding Principles:

1. Ensure those with access and functional needs have equitable access to housing services throughout the recovery process
2. Partner RSF leads and recovery leadership to determine a disaster's impact on essential housing services to prevent duplication of effort and unify recovery strategies.
3. Ensure strategic efforts are made to engage the local community to capture their priorities and address their individual, family, and community recovery needs as related to essential housing services.
4. Integrate applicable statutory, regulatory, environmental, and subject matter experts in housing requirements early in a disaster recovery planning process.

## Objectives:

The Housing recovery Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline

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Measures and Strategies should be used as a starting place for the Housing RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives. The overall goal is to get Missourians back into homes that are safe, sanitary and functional for all community members so they do not have to relocate.

## Objective #1:

Generate comprehensive list of available housing assistance, including accessible and affordable housing options.

### Baseline Measure:

Identify at least 95% of available housing units within 30 days of a disaster on a comprehensive list.

### Strategy:

- 1) MHDC to work with existing partners to list housing options.
- 2) Housing RSF to work with realtors to generate rental options.
- 3) FEMA, SBA, USDA, and HUD to provide guidance on available assistance.
- 4) Identify appropriate leaders to work with local officials, realtors, landlords, case managers to connect residents to housing options that meet their needs.
- 5) Periodically update list of available housing options.
- 6) Develop short, intermediate, and long-term specific housing lists.

## Objective #2:

Provide formal and informal opportunities for dialogue and communication with community leaders to determine desired housing outcomes.

### Baseline Measure:

Increase community leaders' knowledge of housing programs and program eligibility criteria, including housing options for the whole community.

### Strategy:

- 1) Ensure affected individuals/leaders are aware of assistance deadlines through the municipal/community/state website;
- 2) Decide where and when to hold town halls; execute town halls;

## Missouri Disaster Recovery Framework (MDRF)

- 3) Determine format: dialogue led by locals/MU Extension/Regional Planning Commissions/COADs;
- 4) Solicit feedback and provide menu of housing options and housing assistance. RSF is not to impose housing solutions upon the community;
- 5) Consider Housing RSF responses to questions about buyouts;
- 6) Determine method for follow up and consistent dialogue.

### Objective #3:

Offer customized, client driven housing assistance solutions based on collected and processed information detailing household need. Include members of the whole community to ensure all community members' needs are addressed, e.g., accessible housing for individuals with mobility disabilities, the desire to keep cultural sub-communities intact, etc.

#### Baseline Measure:

Determine number and location of individuals, families, and communities with a housing need.

#### Strategy:

- 1) Develop short, intermediate, and long-term housing assistance plans.
- 2) Work with residents on applications – FEMA/SBA/other;
- 3) Use MHDC/FEMA/SBA/DED assistance options to help individuals re-build;
- 4) Develop timely communication strategies with clients to provide assistance until final housing resolution.

### Objective #4:

Ensure continuous citizen safety and community recovery through long-term housing assistance solutions.

#### Baseline Measure:

Determine number and location of individuals, families, and communities with a housing need.

#### Strategy:

- 1) Understand current populations, recent trends in populations, and fluctuations in tax base;

## Missouri Disaster Recovery Framework (MDRF)

- 2) Work with local leaders (elected, institutional) to incent affected residents to stay;
- 3) Develop short, intermediate, long-term strategies to improve housing for communities – working with other RSFs on common goals;
- 4) Work with school districts for plan to accommodate students forced to live outside their home districts while housing solutions are formulated;
- 5) Work with other RSFs to ensure residents have a community to return to once a housing solution is completed.

### Objective #5:

Increase the number of insured, resilient households that own energy efficient and safe housing.

#### Baseline Measure:

Evaluate existing housing stock, and work with the Missouri Department of Natural Resources Division of Energy to update rehabilitated and newly built homes according to the current standards of energy efficiency.

#### Strategy:

- 1) Determine what the Division of Energy and other entities can provide: funding and/or technical assistance, how much assistance is available, and how it is delivered to residents;
- 2) Determine what energy efficient, safe, quality housing means;
- 3) Utilizing information from town halls and other feedback, determine what individuals and communities want to see in terms of improvements, including affordable and accessible housing;
- 4) Work with Contractors to execute on desired improvements when re-building housing;
- 5) Develop long-term strategy for improving housing stock after future events.

### Objective #6:

Further the implementation of whole, sustainable community housing solutions and increase community resiliency following a disaster. Include members of the whole community at the planning table to ensure all voices are heard throughout the planning process.

#### Baseline Measure:

# Missouri Disaster Recovery Framework (MDRF)

Actionable Disaster Housing Recovery Plan ready for use at time of disaster.

## Strategy:

- 1) Utilize the State-Led Disaster Housing Task Force for Disaster Housing Recovery Plan maintenance and updates;
- 2) Develop and maintain a Disaster Housing Recovery Plan through annual meetings and ongoing communication through the State-Led Disaster Housing Task Force;
- 3) Distribute the Disaster Housing Recovery Plan to all potential housing partners in a disaster recovery situation.

## **Assumptions and Considerations:**

The following assumptions can generally be made about Housing recovery. Having a common understanding of housing in the State will help partners assist communities and our State's individuals and families recover more quickly and efficiently

- There will be events that impact the state of Missouri that will include the displacement of individuals and families from their primary residences.
- In disaster events, there are people that self-resolve their housing issues that do not need housing assistance, people that refuse housing assistance with outstanding housing issues, and people that relocate to other areas of the community or to an entirely different community.
- Every resident brings value to their community and a resilient community brings security to its residents.
- Typically, response, relief, and recovery efforts begin and end locally; however, as the scope of impact grows, the stakeholders engaged will expand accordingly to ensure that sufficient housing resources can be accessed.
- Throughout the recovery process factors must also be considered such as pre-disaster housing shortages for safe, affordable housing and the lack of statewide building codes which may present barriers when rebuilding across multiple jurisdictions.
- Collaborative efforts among local, private sector, non-governmental organizations, state and federal entities to provide

## Missouri Disaster Recovery Framework (MDRF)

housing planning, rebuilding, and mitigation resources are essential to a holistic approach for a resilient community recovery.

- As a result of the McKinney-Vento Homeless Assistance Act, school-age children that are displaced as a result of a natural disaster are entitled to attend their pre-disaster school. Disaster case managers should work to reduce the distance from a family's post-disaster housing to their pre-disaster school within the family's wishes.

### Concept of Operations:

#### Situational Awareness and Monitoring

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Housing RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working with the Housing RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Housing RSF Lead engages with members of the Emergency Support Functions (ESF) that have information critical to recovery operations, including ESF #3-Public Works and Hazardous Materials, ESF #6-Mass Care and Human Services, ESF #8-Public Health and Medical Services, and ESF #11-Agriculture and Natural Resources. The Housing RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Housing RSF need to be involved early in the disaster response phase in order to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

#### Full RSF Activation Criteria

The Housing RSF structure's purpose is to support local governments by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The

# Missouri Disaster Recovery Framework (MDRF)

Housing RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Housing RSF will work to determine the local Housing RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the State Housing Lead will recommend to the SDRC that further Housing RSF partners be engaged to begin coordinating recovery activities.

## Health and Social Services RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Housing RSF is needed. Situations and information rapidly change and the Housing RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were housing resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Are the continuation of housing services going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

## Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.



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## Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

Accordingly, the Housing RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Housing and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

## RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Housing RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Housing RSF is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Housing RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

## Pre-Disaster Activities

Recovery from any emergency incident is enhanced by the pre-incident strength and resilience of the individual, the community and the systems that compose the community. Relative to the Housing RSF, the more prepared, robust and resilient our public health, healthcare/medical, environmental, social services and behavioral health services, the more likely is our expeditious and complete return to former levels of services and functioning or better. For example, individuals who routinely practice healthy behaviors including physical activity, good nutrition and stress management, are more likely to recover and recover more quickly from the physical and emotional stress of an emergency incident. Likewise, health and social services systems that plan, prepare and exercise together are more likely to recover and recover more quickly from an emergency incident. These activities may include, but are not limited to:

- Coordinate the State-Led Disaster Housing Task Force and appropriate planning and working groups;

## **Missouri Disaster Recovery Framework (MDRF)**

- Conduct outreach and training with organizations involved in housing disaster recovery operations to ensure their awareness and practical knowledge of the RSF structure;
- Appropriate data collection and dissemination as efficiently as possible.

### **Short-Term Recovery**

Initial efforts will be focused on assessing and stabilizing health and social services functions in impacted communities. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Maintain awareness of sheltering, evacuation, and displacement operations during disasters, and share that information with appropriate partners;
- Examine populations impacted by housing damages, with special focus on those highest on the Social Vulnerability Index scale;
- Work with local partners regarding survivor housing needs in impacted areas.

### **Intermediate Recovery**

The Housing RSF Lead will continue to be active in Intermediate Recovery and to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Providing technical assistance to local communities for planning for return of displaced individuals to long-term, permanent housing;
- Coordinating conversations with stakeholders, including local housing provider agencies, regarding interim housing, including distance to schools, jobs, businesses, and services, and the design for safe and sanitary conditions;
- Share information on, and provide technical assistance to acquire programs for displaced and impacted individuals, such as rental and mortgage assistance, or other financial assistance to eligible households;
- Maintain situation awareness of unmet needs, monitoring to update status of interim and long-term housing solutions for impacted Missourians.

# Missouri Disaster Recovery Framework (MDRF)

## Long-Term Recovery

Efforts will continue to focus on restoration of housing functions while continuing to evaluate community needs and following up on identified gaps. Clear communications will continue to be a critical component of recovery. The primary goal will be a return to normalcy and encouragement of housing needs of affected individuals and the community to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Promote self-sufficiency and resiliency of housing opportunities and resources through community outreach and communication;
- Assisting with providing reference to the National Flood Insurance Program Coordinator and their team, as well as providing opportunity to view on other insurance, foreclosure, purchasing new homes, and building codes;
- Maintain potential assistance resource database to local public housing agencies;
- Assist with outreach and education on mitigation and potential future buyouts.

## Roles and Responsibilities

Each housing partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the housing recovery efforts. The roles and responsibilities will be different based on individual types of disasters; however, the following will be the basis of participation. The roles and responsibilities will be different based on individual types of disasters, and may include:

- Developing of interim and long-term strategies for supporting local efforts to provide transitional and long-term affordable housing options to displaced residents, including residents of subsidized housing;
- Coordination with FEMA, HUD and other federal agencies with disaster housing authorities and collaboration with nonprofit and private sector housing interests to meet the needs of displaced residents and to rebuild the community's housing stock;
- Coordinating outreach and case management activities between state agencies and NGOs.

## **Missouri Disaster Recovery Framework (MDRF)**

Entities in the Housing RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

# Missouri Disaster Recovery Framework (MDRF)

## Infrastructure Systems Recovery Support Function Annex

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Infrastructure Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the Infrastructure sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the infrastructure sector of disaster recovery.

**State Lead:**  
**Missouri Department of Transportation**

*Federal Counterpart: U.S. Army Corps of Engineers*

## Critical Tasks:

- Coordinate the restoration of essential services for reestablishment of community operations into a more resilient structure.
- Coordination of infrastructure redevelopment planning at every level including, but not limited to the following infrastructure:
  - Chemical;
  - Commercial;
  - Manufacturing;
  - Dams/Levees;
  - Energy;
  - Government Facilities;
  - Water and Wastewater;
  - Nuclear Infrastructure;
  - Transportation.

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## Support Agencies:

### Strategic Members:

- Department of Natural Resources
  - Division of Environmental Quality
  - Soil and Water Program
  - Missouri Geological Survey
  - Water Resources Center
  - Environmental Improvement and Energy Resource Authority (EIERA)
  - Division of Energy
- Department of Economic Development
  - Division of Business and Community Solutions
  - Missouri Development Finance Board
- Public Service Commission
- Department of Public Safety
  - State Emergency Management Agency

### Support Critical Members:

- Department of Conservation
- Department of Public Safety
  - Office of Homeland Security
- Missouri Public Utility Alliance
- Ameren, Empire, and other utility providers
- Missouri Association of Councils of Government

### Partner Members:

- Missouri State Aviation Council
- Missouri Office of Administration
- Missouri National Guard
- United State Geological Survey
- Water Science Center
- Missouri American Water
- Missouri Public Utility Alliance
- American Public Works Association (Missouri Chapters)
- Department of Health and Senior Services
- United States Department of Agriculture
  - Emergency Watershed Protection Program
  - United States Forest Service
- US Fish and Wildlife Service Missouri Volunteer Organizations Active in Disaster
- AmeriCorps
- Missouri Baptist Convention
- Team Rubicon

# Missouri Disaster Recovery Framework (MDRF)

- Missouri Partnership
- The Nature Conservancy
- The Missouri Commission on Human Rights

## Mission:

Facilitate the integration of capabilities of State Government to support infrastructure owners and operators in their efforts to achieve recovery goals relating to the public engineering of the state's infrastructure systems.

- Infrastructure systems and services are restored to support communities with added resilience and sustainability that protects from future hazards.
- A successful recovery process engages in a rigorous assessment and understanding of risk and vulnerabilities that might endanger the community or pose additional recovery challenges and working to mitigate or eliminate those risks.
- Infrastructure is upgraded to mitigate against future disasters and create a more resilient system.

## Purpose:

Infrastructure systems are critical during day-to-day operations. These critical infrastructure systems are primarily about maintaining continuous customer service. The goal of the recovery process is to match the post-disaster infrastructure to the community's projected demand on its built and virtual environment.

The Federal Natural and Cultural Resources RSF Plan can be found at:  
<https://rsc.usace.army.mil/?q=training/miscellaneous/NDRF-101>

## Guiding Principles:

1. Successful community recovery requires effective whole community engagement.
2. Effective long-term disaster recovery must be led locally.
3. Post disaster planning does not have to be an extensive, costly process. It may include a visioning process with whole community stakeholders to define key anchor recovery projects of high importance to the citizens.



## Missouri Disaster Recovery Framework (MDRF)

4. Actions taken in disaster response and early recovery may define the success of long-term recovery. Evaluating resiliency in the early response and recovery process may positively impact a community's future ability to recover.
5. Creative and flexible deployment of personnel and resources is encouraged to support long-term infrastructure recovery. Strong planners and subject matter experts from different agencies may be called upon to assist infrastructure recovery.
6. Data should support and lead to informed decisions to direct resources. Ensure those with access and functional needs have equitable access to infrastructure throughout the recovery process.
7. Partner with RSF leads and recovery leadership on impacts to essential infrastructure services in order to prevent duplication of effort and unify recovery strategies.
8. Ensure strategic efforts are made to engage whole community partners to identify priorities and needs to recover essential infrastructure services that impact individuals, families and the whole community.
9. Integrate applicable statutory/regulatory, environmental, and other subject matter expertise in infrastructure requirements early in a disaster recovery planning process.

### Objectives:

The Infrastructure Systems Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Infrastructure Systems RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives.

#### Objective #1:

Provide technical assistance, where requested, to all levels of government and community, for identifying/prioritizing critical infrastructure recovery needs and assist with the development of short-, intermediate- and long-term infrastructure recovery plans that take into account the concept of regional infrastructure and community resiliency.

# Missouri Disaster Recovery Framework (MDRF)

## Strategy:

Identify legal, policy, and programmatic requirements that may potentially limit efficient recovery and mitigate/streamline to the extent possible.

## **Objective #2:**

Contact infrastructure owners with moderate to major impacts to assess their planning capabilities and to help them set resilient repair goals that prevent future damage.

## Strategy:

- Assess Damage Levels
  - Moderate damages will be defined as those repairs that still need to be completed but will be completed within 6 months.
  - Major damages will be defined as those repairs that still need to be completed and will take more than 6 months to complete.
- Contacts will be made with regional representatives from the team agencies. The goal is that 100% of the impacted owners have access to planners at the lowest local level possible. Team members will facilitate finding planners at higher levels when requested to do so.
  - Planning resources from infrastructure agencies will be identified that can offer support when requested.
  - Education material, presentations and training support can be obtained from FEMA, SEMA, Support Agencies or the appropriate subject matter experts.
  - If planning and resiliency education is needed, the need will be funneled up through the statewide RSF Leads and coordinated at the statewide level.
- Based on the feedback from the regional representatives, if needed, regional planning workshops will be held to educate infrastructure owners about resiliency planning.
- Sub-grant applications will be obtained from the Federal Emergency Management Agency to identify damaged infrastructure and infrastructure owners, ensure all

# Missouri Disaster Recovery Framework (MDRF)

stakeholders are identified. (Federally declared disasters only)

- For non-federally declared disasters –coordination with local regional planning commissions or local municipalities directly will be needed to identify damaged infrastructure.
- Federal aid roads not covered by FEMA (Federally declared disasters only)

## Objective #3:

Coordinate infrastructure mitigation needs with the mitigation efforts of the other RSFs.

### Strategy:

- Partner with the mitigation buyout group
- Coordinate local mitigation needs with opportunities and resources provided by FEMA, Federal Highway Administration (FHWA) and U.S. Army Corps of Engineers (USACE).
- Research other funding opportunities for mitigation and resiliency projects. Coordinate with whole community stakeholders to connect sources of funding with local needs.
- Partner with the Natural and Cultural Resources RSF to target areas to implement nature-based solutions to improve resiliency.

## Objective #4:

Develop master infrastructure damage list to assist in providing for unmet needs through services and resources and prioritizing infrastructure for repair, replacement, or relocation to avoid future loss.

### Strategy:

- Determine extent of damage sustained to infrastructure
- Talk with potential impacted infrastructure stakeholders (as identified in the Advisory and Partner agencies) to determine extent of damage and level of assistance needed.

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- Work with whole community partners to collect known damages.
- Coordinate with USACE, FloodCast and United States Geological Survey (USGS)
- Request resources from FEMA to have damaged infrastructure locations mapped and placed in an infrastructure layer that can be married with the housing and community damage maps.
- Coordinate with USACE through their Silver Jackets program to obtain a map with an overlay of the different infrastructure systems that have been previously damaged by disasters to identify and prioritize infrastructure damage that should be repaired or replaced.

### **Objective #5:**

Help identify damaged infrastructure, provide resources for mitigation, work to improve resiliency, and track repair projects (This will occur through the life of the Public Assistance).

#### Strategy:

- Assist in the identification of funding programs to meet repair needs.
- Identify disadvantaged communities that are not able to meet the upfront cost of a reimbursement program or the local match requirements. This work will involve coordination with the Community RSF team.
- Have a list of tools available to bridge the funding gap so disadvantaged communities can participate in the recovery programs.
- Help infrastructure owners set completion goals and make sure they are aware of any program deadlines.
- Identify projects that are considered mitigation or betterment project so the impacts of future disasters can be tracked for improvement success and can be used as a marketing tool for future mitigation efforts.
- Work directly with FEMA, SEMA and FHWA to identify projects that are falling behind or not making progress to

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ensure that no reimbursements are lost because of a lack of planning, design, or construction administration tools.

- Work with community to prioritize repairs with consideration for local priorities and unmet needs.
- Provide communities with technical resources on nature-based solutions to improve resiliency and coordinate with the Natural and Culture Resources RSF to target implementation.

### Assumptions and Considerations:

Having a common understanding of the natural and cultural resources will help partners assist communities and our State's infrastructure systems recover more quickly and efficiently. The following assumptions can generally be made about infrastructure systems recovery.

- Infrastructure should be mitigated/updated to meet communities' needs in the future instead of replacing substandard systems that are at risk of future disasters.
- Infrastructure sectors including but not limited to: transportation systems, utilities, sanitation, and water systems should be identified before an incident to ensure disruption of services is minimized and allow for pre-identification of backup resources. (Review and enhance the Federal Critical Infrastructure and Key Resource list)
- Clearing of debris and opening of priority roadways will be critical during the first hours of response and recovery in order to provide a path in for other response agencies.
  - Cut and toss crews will clear the roads during the response phase. Debris management will be critical during the recovery phase.
  - In cooperation with the Missouri Department of Natural Resources, staging areas should be identified as quickly as possible. Wherever possible, staging areas should be identified and agreements prepared during pre-disaster planning.
- Without power or backup power, there will be concerns at water treatment plants, water facilities, traffic signals, etc. Coordination with power companies to identify priority routes will help expedite restoration of critical power supplies.

## Missouri Disaster Recovery Framework (MDRF)

- It can be assumed that a private/public partnership will be required for infrastructure recovery and most communities will not have the internal resources (technical, funding, etc.) to accomplish the needed steps for effective/timely recovery.

### Concept of Operations:

#### Situational Awareness and Monitoring

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Infrastructure Systems RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working with the Infrastructure Systems RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Infrastructure Systems RSF Lead engages with members of the Emergency Support Functions (ESF) that have information critical to recovery operations, including ESF #1-Transportation, ESF #3-Public Works, and Hazardous Materials and ESF #11-Agriculture and Natural Resources. The Infrastructure Systems RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Infrastructure Systems RSF need to be involved early in the disaster response phase in order to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

#### Full RSF Activation Criteria

The Infrastructure Systems RSF structure's purpose is to support local governments by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Infrastructure Systems RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Infrastructure Systems RSF will work to determine the local Infrastructure Systems RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no

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further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the State Infrastructure Systems Lead will recommend to the SDRC that further Infrastructure Systems RSF partners be engaged to begin coordinating recovery activities.

## Infrastructure Systems RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Infrastructure Systems RSF is needed. Situations and information rapidly changes and the Infrastructure Systems RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were infrastructure systems damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Is the protection and management of infrastructure systems going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

## Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

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## Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

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recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Infrastructure Systems and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

### **RSF Step-Down and Continued Community Recovery**

The objective of the final stage of the Infrastructure Systems RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Infrastructure Systems RSF is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Infrastructure Systems RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

### **Pre-Disaster Activities**

Pre-disaster activities include coordinating and facilitating the sharing and integration of Infrastructure Systems impact data among the Infrastructure Systems RSF partners. These activities may include, but are not limited to:

- Identifying and capturing data needs during a disaster recovery, as well as during non-disaster times will help the State and affected communities to prepare for and make the best decisions based on the best available information;
- Facilitating or providing funding opportunities and technical assistance in support of local community recovery priorities to preserve, conserve, rehabilitate, and restore impacted natural and cultural resources;
- Identifying and leveraging resources and programs that are available to support the development and implementation of sustainable recovery strategies;
- Utilizing the unique window of opportunity to inform local communities on best practices, green infrastructure, and environmentally friendly designs to reduce environmental impacts, preserve sensitive natural and cultural resources, and promote integration of sustainable practices in recovery projects;
- Providing technical assistance to help impacted communities develop recovery planning, establish recovery task forces, develop natural and



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cultural resource protection networks, and enhance their recovery capability and readiness for future disasters.

## Short-Term Recovery

The goal of the Infrastructure Systems RSF during short-term recovery is to examine and establish property protection, community stabilization and property preservation to mitigate secondary impacts to life or property. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Accessing any significant disruptions to the area's critical infrastructure, such as energy, transportation, water systems, public health, and medical systems;
- Conducting an impact assessment to determine the extent of damages and complete emergency repairs. Damaged or destroyed critical infrastructure should be identified and prioritized;
- Offering perimeter security as needed;
- Identifying temporary alternatives to using damaged infrastructure. If no alternatives are available, this will need to be communicated through the State Disaster Recovery Coordinator, RSF Leads and SEMA;
- Restoring damaged roads to maintain supply lines as well as to provide access for emergency workers;
- Developing a cost/benefit analysis associated with various forms of disposition (restoration versus demolition) to help with the decision-making process.

## Intermediate Recovery

The goal of the Infrastructure Systems RSF during intermediate recovery is to conserve, restore or recover the community's valuable natural and cultural resources to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Continued assessment of infrastructure systems to determine ongoing needs;
- Assessments of general infrastructure pertaining to transportation and schools to ensure citizens are able to return to the area;
- Examination of secondary impacts such as a decrease in structural integrity.

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## Long-Term Recovery

The goal of the Infrastructure Systems RSF during long-term recovery is to help the community return to a state of normalcy and to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Planning for complete reconstruction of damaged infrastructure;
- Discussion of redevelopment and revitalization of the impacted area, rebuilding or relocating damaged or destroyed social, economic, natural and built environments and a move to self- sufficiency, sustainability and resilience.

## Roles and Responsibilities

Each infrastructure systems partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the infrastructure systems recovery efforts. The roles and responsibilities will be different based on individual types of disasters, and may include:

- Assisting with locating engineers and inspectors with training and expertise in infrastructure recovery should be included on damage assessment teams;
- Providing technical advice and assistance to help with infrastructure recovery and establish logistical links with organizations (public and private) in those areas where needed.
- Providing technical advice and assistance to help infrastructure owners with their repair/replacement/resiliency plans to mitigate future impacts;
- Outlining pre- and post-disaster roles and responsibilities for recovery stakeholders and recommending leadership roles across all levels of government;
- Explaining the relationship between Recovery and the other mission areas (Prevention, Protection, Mitigation, and Response);
- Encouraging the whole community to leverage opportunities to increase resilience and incorporate mitigation measures pre- and post-disaster, such as continuity planning and land use;

## **Missouri Disaster Recovery Framework (MDRF)**

- Ensuring recovery resources are obtained from a wide range of whole community partners, including individuals, voluntary, nonprofit, philanthropic, private sector and governmental agencies and organizations.

Entities in the Infrastructure Systems RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

# **Missouri Disaster Recovery Framework (MDRF)**

## **Natural and Cultural Resources Recovery Support Function Annex**

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Natural and Cultural Resources Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the natural and cultural resources sector of disaster recovery. The **Support Critical Members** group represents organizations that provide a specific supporting function to the overall mission of the Recovery Support Function. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery.

## State Lead:

**Missouri Department of Natural Resources**

*Federal Counterpart: Department of the Interior*

## Critical Tasks:

- Preserve, protect, stabilize and restore natural and cultural resources including documents, objects and structures.
- Critical Considerations:
  - National Environmental Policy Act Requirements
  - Endangered Species Act
  - National Historic Preservation Act
  - State environmental policy requirements
  - Funding
  - Resiliency
  - Nation-wide best practice

# Missouri Disaster Recovery Framework (MDRF)

## Support Agencies:

### Strategic Members:

- Department of Agriculture
- Department of Conservation
- Secretary of State - Archives and Library

### Support Critical Members:

- Department of Transportation
- Department of Economic Development
  - Division of Tourism
  - Division of Business and Community Solutions
- Department of Public Safety
  - State Emergency Management Agency
- Missouri Arts Council
- Missouri Chamber of Commerce and Industry
- Missouri Association of Convention and Visitors Bureau
- Missouri Stream Team Watershed Coalition
- The Nature Conservancy
- Missouri Coalition for the Environment
- State Historical Society of Missouri
- Conservation Non-Governmental Organizations
- Missouri Municipal League
- Missouri Alliance for Historic Preservation (Missouri Preservation)
- Audubon Missouri
- Missouri Parks and Recreation
- Missouri Voluntary Organizations Active in Disaster
- Governor's Faith-Based & Community Service Partnership for Disaster Recovery
- Conservation Federation
- US Geological Survey Columbia Environmental Research Center and US Geological Survey Missouri Water Science Center
- US Department of Agriculture
  - Natural Resources Conservation Service
  - US Forest Service
- US Department of Homeland Security
  - Federal Emergency Management Agency

# Missouri Disaster Recovery Framework (MDRF)

## Mission:

The mission of the Natural and Cultural Resources Recovery Support Function is to Support the protection and management of natural and cultural resources throughout the State after a disaster.

## Purpose:

The Natural and Cultural Resources Recovery Support Function (RSF) covers the protection and management of a community's natural and cultural resources following a disaster. The recovery of these areas can be a powerful catalyst for recovery and revitalization in a community because it helps maintain and restore the fabric of a community, providing symbols of resilience.

The Natural and Cultural Resources RSF facilitates the integration of capabilities of state and local resources to support the protection and management of natural and cultural resources through appropriate recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with applicable environmental and historic preservation laws.

The State's Natural and Cultural Resources RSF Annex's intent is to provide operational guidance to state agencies and partners that support the implementation of the Natural and Cultural Resources RSF. The Natural and Cultural Resource RSF supports the overarching MO Disaster Recovery Framework and ties to the larger Natural and Cultural Resource Federal RSF operational plan. The national Recovery Support Function program is included in the larger National Disaster Recovery Framework (NDRF). The Natural and Cultural Resource RSF provides a holistic operational view of the RSFs in the field and their intersections and coordination with other Recovery Support Function, including the Health and Social Services RSF; Infrastructure RSF; Housing RSF; Economic RSF and Community RSF. The Natural and Cultural Resources RSF describes how the departments, agencies, and organizations that comprise the Natural and Cultural Resources RSF will coordinate support for recovery planning and operations in support of unmet Natural and Cultural Resources disaster recovery needs for an overwhelmed community. The Natural and Cultural Resources RSF supports long-term recovery efforts after a disaster response.

The Federal Natural and Cultural Resources RSF Plan can be found at: <https://www.doi.gov/recovery/plans/DOI-Guidance/NCR-RSF-Operations>

# Missouri Disaster Recovery Framework (MDRF)

## Guiding Principles:

1. Integrate appropriate staff knowledge of natural and cultural resources, as well as statutory and regulatory requirements early in a disaster recovery planning process.
2. Refer to the Guiding Principles in the Missouri Disaster Recovery Framework for other critical information that is true regardless of the specific RSF.

## Objectives:

The Natural and Cultural Resources Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Natural and Cultural Resources RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives.

### Objective #1:

Coordinate and facilitate the sharing and integration of natural and cultural resource impact data to help everyone involved understand the recovery needs and to support informed decision making for natural and cultural resources recovery stakeholders.

#### Baseline Measure:

The number of impacted natural and cultural resource areas in a community setting or on public lands.

#### Strategy:

Promote the coordination and sharing of information and data by all entities involved in recovery that will support damaged natural and cultural resources.

### Objective #2:

Protect natural and cultural resources and historic properties through appropriate recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resource laws.

#### Baseline Measure:

The number of natural and cultural resources that were managed in such a way that allowed them to return to pre-disaster conditions or that was appropriately resilient to natural disasters.



# Missouri Disaster Recovery Framework (MDRF)

## Strategy:

Manage the State’s natural resource communities so they are resilient to natural disasters. State and Federal agencies natural resource management plans strive to incorporate these resiliencies; however the “resource use” may determine its ultimate resilience to a particular disaster.

## **Objective #3:**

Integrate and leverage Federal, State, local and non-governmental assets and capabilities to help communities address immediate and long-term environmental and cultural resource recovery needs after a disaster.

## Baseline Measure:

Funding programs that are available for natural and cultural resource recovery.

## Strategy:

Develop resource documents that identify volunteer work, as well as public and private funding opportunities.

## **Objective #4:**

Coordinate environmental and historic property (EHP) issues across the RSFs and with Federal, State, and local governments to help ensure compliance in recovery.

## Baseline Measure:

Number of impacted sites that will require an environmental or historic review.

## Strategy:

Convene an Environmental Review Committee (current pilot project) and the Historic Preservation Review Committee to coordinate these reviews.

## **Objective #5:**

Protect and manage the resources and lands that the State, Federal and local communities hold and are responsible for. These include water resources, fish and wildlife, Missouri Department of Natural Resources State Parks and Historic Sites, Missouri Department of Conservation lands and facilities, federal lands in Missouri and city and county parks of the state.

# Missouri Disaster Recovery Framework (MDRF)

## Baseline Measure:

Number of State, local and federal natural and cultural resources impacted that require management due to disaster.

## Strategy:

Assess natural and cultural resources for damage and determine appropriate solution. Assess non-historic buildings and infrastructure to determine damage and appropriate solutions.

## **Objective #6:**

The Natural and Cultural Resources Recovery team will help facilitate resiliency efforts through education and mitigation strategies. These may include the consideration of redesign for damaged resources.

## Baseline Measure:

Determine the facilities; cultural resources, etc. that are continually impacted by natural disasters.

## Strategy:

Map and catalog the resources with repetitive damage to determine strategies for mitigation and resilience.

## **Objective #7:**

Provide technical assistance to help impacted communities develop recovery planning, establish recovery task forces, develop natural and resource protection organization networks, and enhance their recovery capability and readiness for future disasters.

## Baseline Measure:

Number of communities that include natural and cultural resource issues in their recovery or other appropriate plans.

## Strategy:

Provide training for communities as part of their planning processes that encourages a disaster resilience component for their natural and cultural resources.

# Missouri Disaster Recovery Framework (MDRF)

## Assumptions and Considerations:

Having a common understanding of the natural and cultural resources will help partners assist communities and our State's natural and cultural resources recover more quickly and efficiently. The following assumptions can generally be made about natural and cultural resource recovery.

1. The protection and management of a community's historic and cultural resources following a disaster is a powerful catalyst for recovery and revitalization because it helps maintain and restore the fabric of a community by providing symbols of resilience in the face of disaster.
2. Preservation professionals aid this process by being an integral part of the recovery efforts. Preservation expertise lays the groundwork for more effective stabilization, repair, and rehabilitation in historic areas. This RSF coordinates actions in support of conservation, rehabilitation, recovery or restoration of cultural and historic resources.
3. The Natural and Cultural Resources RSF returns affected lands and waterways to a more desirable state by utilizing and integrating a wide range of non-governmental and governmental resources and capabilities. A more desirable state can range from an ultimate return to an original purpose or an improved purpose.
4. Lead and support agencies involved in coordinating and implementing the Natural and Cultural Resources RSF. Facilitate interagency collaboration to provide information, technical assistance, and financial assistance to communities, property owners, property and land managers, and other stakeholders to mitigate losses, rehabilitate environmental damages, and restore and preserve natural resources. This RSF assists with strategies that protect ecological values, watersheds, and critical wildlife habitat while also protecting life and property from new or developing risks brought on by the event (future risk reduction through rehabilitation and restoration activities).
5. Strategies are often used to repair damage while reducing future risk from potential secondary hazards. Issues addressed may include, but are certainly not limited to slope stabilization, channel stabilization, erosion and sedimentation, debris flows and mudslides, hydrophobic soils, water quality, critical habitat, and watershed protection.

## Concept of Operations:

### Situational Awareness and Monitoring

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to Natural and Cultural Resources RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working

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with the Natural and Cultural Resources RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Natural and Cultural Resources RSF Lead engages with members of the Emergency Support Functions (ESF) that have information critical to recovery operations, including ESF#3-Public Works, ESF#10-Oil and Hazardous Materials and ESF #11-Agriculture and Natural Resources. The Natural and Cultural Resources RSF Lead communicates with ESF counterparts at the state, federal and local level to coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Natural and Cultural Resources RSF need to be involved early in the disaster response phase in order to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

## Full RSF Activation Criteria

The Natural and Cultural Resources RSF structure's purpose is to support local governments by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Natural and Cultural Resources RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Natural and Cultural Resources RSF will work to determine the local Natural and Cultural Resources RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the State Natural and Cultural Resources Lead will recommend to the SDRC that further Natural and Cultural Resources RSF partners be engaged to begin coordinating recovery activities.

## Natural and Cultural Resources RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Natural and Cultural Resources RSF is needed. Situations and information rapidly changes and the Natural and Cultural Resources RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?

## Missouri Disaster Recovery Framework (MDRF)

2. Were natural and cultural resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Is the protection and management of natural and cultural resources going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

### Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.

### Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event.

Accordingly, the Natural and Cultural Resources RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state.

However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Natural and Cultural Resources Lead and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

### RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Natural and Cultural Resources RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Natural and Cultural Resources RSF

## **Missouri Disaster Recovery Framework (MDRF)**

is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Natural and Cultural Resources RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

### **Pre-Disaster Activities**

Pre-disaster activities include coordinating and facilitating the sharing and integration of Natural and Cultural Resources impact data among the Natural and Cultural Resources RSF partners. These activities may include, but are not limited to:

- Identifying and capturing data needs during a disaster recovery, as well as during non-disaster times will help the State and affected communities to prepare for and make the best decisions based on the best available information;
- Facilitating or providing funding opportunities and technical assistance in support of local community recovery priorities to preserve, conserve, rehabilitate, and restore impacted natural and cultural resources;
- Identifying and leveraging resources and programs that are available to support the development and implementation of sustainable recovery strategies;
- Utilizing the unique window of opportunity to inform local communities on best practices, green infrastructure, and environmentally friendly designs to reduce environmental impacts, preserve sensitive natural and cultural resources, and promote integration of sustainable practices in recovery projects;
- Providing technical assistance to help impacted communities develop recovery planning, establish recovery task forces, develop natural and cultural resource protection networks, and enhance their recovery capability and readiness for future disasters.

### **Short-Term Recovery**

The goal of the Natural and Cultural Resources RSF during short-term recovery is to stabilize damaged natural and cultural resources, and gather information for the Advance Evaluation Report, and may include the following:



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- Work to determine the level of damage to the infrastructure of our parks and historic site (roads, bridges, drinking water and wastewater systems, buildings, etc.) and report appropriately;
- Assist in the security of damaged cultural facilities to prevent such crimes as looting of artifacts;
- Integration National Environmental Policy Act (NEPA) requirements into all applicable RSF activities to ensure and enable an efficient documentation process that avoids unanticipated delays in agency coordination or project design changes and minimizes environmental effects;
- Integration and help identifying any Endangered Species Act issues or concerns with the US Fish & Wildlife Agency and species of concern with the Missouri Department of Conservation. This assessment and work can occur during the same time as the NEPA review, but must be completed prior to the completion of the NEPA process;
- Implementation of the National Historic Preservation Act of 1966, specifically Section 106 directs federal agencies to take into consideration the effects of their undertakings on historic properties (eligible for or included in the National Register of Historic Places) and the Protection of Historic Properties;
- Communication with community officials and applicable community positions the environmental and cultural resource state and federal laws that they may encounter during recovery;
- Establishment of natural and cultural resource recovery task force and/ or organization networks that can support the community in their recovery of natural and cultural resource needs;
- Outreach to impacted communities that are reliant on our parks and conservation area amenities for their economic prosperity and work with them on appropriate recovery options, potentially alongside federal partners.

### **Intermediate Recovery**

The goal of the Natural and Cultural Resources RSF during intermediate recovery is to conserve, restore or recover the community's valuable natural and cultural resources to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Work alongside state (and federal, when applicable) with cities and counties that are affected by a disaster to assess any damage of historic records. This will consist of collecting inventory of records affected, location and, contact information of those records, as well as the funding resources available to assist with restoration, and assessments to engineering damage and the prioritizations of long-term needs;

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- Accounting for and compliance to relevant environmental and other laws during recovery activities will be necessary;
- Identifying interdependencies among short-term recovery decisions and long-term environmental impacts.

## Long-Term Recovery

The goal of the Natural and Cultural Resources RSF during long-term recovery is to help the community return to a state of normalcy and to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Onboarding additional experts in the area of cleaning, repair, replacement, and reconstruction to assist in the repair of historic properties;
- Long-term environmental monitoring in areas that have been restored;
- Identification of projects that do not have simple solutions or funding, and/or require multiple partners, or projects that can be used for “case studies” to help inform future projects that fall outside the normal Public Assistance project needs;
- Continued evaluation of resiliency as part of long-term recovery.

## Roles and Responsibilities

Each natural and cultural resource partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the natural and cultural resources recovery efforts. The roles and responsibilities will be different based on individual types of disasters, and may include:

- Providing technical advice and assistance to help preserve, protect, conserve, stabilize, rehabilitate, or restore natural and historic resources and establish logistical links with organizations in those areas where possible and needed;
- The outlining of pre- and post-disaster roles and responsibilities for recovery stakeholders and recommend leadership roles across all levels of government;
- Explaining the relationship between Recovery and the other mission areas (Prevention, Protection, Mitigation, and Response);
- Encouraging the Whole Community to leverage opportunities to increase resilience and incorporate climate adaptation and mitigation measures pre-



## **Missouri Disaster Recovery Framework (MDRF)**

and post-disaster, such as continuity planning, appropriate land use and environmental regulations;

- Ensuring recovery resources are sourced from a wide range of whole community partners, including individuals and voluntary, nonprofit, philanthropic, and private sector and governmental agencies and organizations.

Entities in the Natural and Cultural Resources RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

# Missouri Disaster Recovery Framework (MDRF)

## Agriculture Recovery Support Function Annex

# Missouri Disaster Recovery Framework (MDRF)

## Summary:

The Agriculture Recovery Support Function is organized by level of engagement. The **Strategic Member** group represents organizations with missions directly related to the housing sector of disaster recovery. **Support Critical Members** will be engaged as needed depending on the needs of the RSF. The Strategic and Support Critical members can be state, federal, local governments or non-governmental organizations dependent upon the disaster and needs for recovery. **Partner Members** maintain a resource or expertise related to the housing sector of disaster recovery.

**State Lead:**  
**Missouri Department of Agriculture**

*Federal Counterpart: U.S. Department of Agriculture*

## Critical Tasks:

Analyze the agricultural impact of a community and potential inhibitors for revitalization and stabilization.

- Involve agriculture and rural stakeholders from implement recovery strategies including the following considerations:
  - Business Resumption
  - Capital Access and Insurance
  - Animal Health
  - Small Businesses
  - Marketing and Communications
  - Resiliency and Community Planning

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## Support Agencies:

### Strategic Members:

- Missouri State Treasurer's Office
- Department of Natural Resources
- Department of Social Services
- Department of Transportation
- Department of Labor and Industrial Relations
- Department of Health and Senior Services
- Department of Public Safety
  - State Emergency Management Agency
- Department of Economic Development
- United States Department of Agriculture
  - National Rural Conservation Service
  - Rural Development
- Missouri Chamber of Commerce and Industry
- University of Missouri Extension
- State commodity groups

### Support Critical Members:

- Missouri Office of Administration
- Missouri State Treasurer's Office
- Department of Higher Education and Workforce Development
- Department of Commerce and Insurance
- Missouri Main Street Connection
- Missouri Chamber of Commerce and Industry
- Department of Conservation
- Missouri Small Business and Technology Development Centers
- US Geological Survey Columbia Environmental Research Center and US Geological Survey Missouri Water Science Center
- US Department of the Interior

### Partner Members:

- Missouri Lieutenant Governor's Office
- Missouri Economic Development Council
- Missouri Economic Development Finance Association
- Missouri Development Finance Board
- Missouri Stream Team Watershed Coalition
- The Nature Conservancy

## Mission:

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To return Missouri agriculture to a state of health and develop new activities that results in sustainable and viable rural communities.

## Purpose:

The purpose of the Agriculture Recovery Support Function is to focus a lens on the state of Missouri's number one industry by creating a collaborative group of agencies that work in the on a day-to-day basis for the recovery of agriculture and rural communities. The goal is to use that collective expertise to assist local governments, local farmers and ranchers, regional and state commodity organizations, and other groups to find the barriers to disaster recovery, fill gaps, and facilitate planning and direction at the state and local level. Like the role of the public sector in the agriculture industry, the role of the group is to design ways to mitigate risk and allow the private sector the confidence necessary to invest and regain economic force.

## Guiding Principles:

- 1) The members of the Agriculture RSF understand and recognize the risks and opportunities associated with a disaster's impact to those we serve and the efforts necessary to add value to a positive recovery.
- 2) Actions taken in disaster response and early recovery may define the success of long-term recovery. Tracking and awareness is key.
- 3) Federal resources should be maximized and where necessary, encouraged through state policy.
- 4) Technical assistance provided to producers, processors, and consumers of Missouri's food, fuel, and fiber products with access federal resources may be a strategy deployed by state experts.
- 5) Issues are often defined in disasters by emotion. Data should support and confirm decisions to direct resources to a certain community.

## Objectives:

The Agriculture recovery Objectives will be the same regardless of a federally declared or non-federally declared disaster. The Objectives, Baseline Measures and Strategies should be used as a starting place for the Agriculture RSF when evaluating and activating the RSF. However, the specific type of disaster and the unmet needs of the state and community will ultimately drive the Objectives. The overall goal is to get Missourians back to work and restore businesses to their pre-disaster status.

### Objective #1:

# Missouri Disaster Recovery Framework (MDRF)

Increase the number of disaster affected operations returning to normal functions within 3-, 6-, and 12-months of the disaster.

## Baseline Measure:

The number of affected operations as determined by surveys and polling by state commodity groups and reports to the Missouri Department of Agriculture.

## Strategy:

Promote potential federal assistance programs for impacted farmers and ranchers

## **Objective #2:**

Ensure rural communities where citizens are primarily employed in the agriculture industry are able to return to work if impacted by a disaster or an adverse event.

## Baseline Measure:

The number of unemployment claims filed under disaster unemployment from those in the agriculture industry

## Strategy:

Promote potential federal assistance programs for impacted individuals; work with workforce development partners for job promotion and information sharing; work with operations and agriculture business to restore their ability to maintain or re-hire employees.

## **Objective #3:**

Increase the number of disaster affected operations returning to a more resilient operation within 12 months of the disaster.

## Baseline Measure:

The number of affected operations as determined by surveys and polling by state commodity groups and reports to the Missouri Department of Agriculture compared with the total number of businesses in programs that can provide indemnity, such as the National Flood Insurance Program, the total number of operations

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with a continuity plan, and the total number of operations impacted by a physical mitigation measure.

### Strategy:

Conduct outreach during discussions of resilience strategies, as well as promote grant applications, planning, and trainings for farmers and ranchers, advisors, and stakeholders.

### **Assumptions and Considerations:**

The following assumptions can generally be made about Agriculture recovery. Having a common understanding of community in the State will help partners assist communities and our State's individuals and families recover more quickly and efficiently.

- The collaboration of agencies for recovery efforts will provide stronger relationships positively affecting work in non-disaster times;
- Loss of local government tax base caused from loss of business which impacts delivery of essential services, including schools and eventual loss of quality of life in the community;
- It is difficult to organize resources, capture attention and think critically when faced with the response to any disaster, regardless of size.

### **Concept of Operations:**

#### **Situational Awareness and Monitoring**

Situational awareness and monitoring of a potential disaster or one that has taken place are some of the first steps in recovery. This includes understanding the current conditions, identifying anticipated changes, and determining any potential impacts to the Agriculture RSF and other RSFs needing recovery actions. Activities in this stage focus on gathering and sharing information. Working with the Agriculture RSF Strategic and Critical Support Members, the State Emergency Management Agency (SEMA), the Federal Emergency Management Agency (FEMA) (if a Federally declared disaster), and local organizations will provide information to help determine if activation in a community is necessary.

The Agriculture RSF Lead engages with all the Emergency Support Functions (ESF) that have information critical to recovery operations. The Agriculture RSF Lead communicates with ESF counterparts at the state, federal and local level to

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coordinate the transition from response and short-term recovery efforts to long-term recovery operations. Agriculture RSF need to be involved early in the disaster response phase to understand the disaster impacts on a community and its recovery needs. Many of the same agencies are involved in both response and recovery, which helps facilitate the transition. These agencies help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster.

## Full RSF Activation Criteria

The Agriculture RSF structure's purpose is to support business and the workforce by facilitating problem solving, access to resources and coordination among State and Federal agencies, local governments, nongovernmental partners, and stakeholders. The Agriculture RSF Lead gathers information from the many sources described above and prepares a situation report that is sent to the State Disaster Recovery Coordinator (SDRC) for the Advance Evaluation Report. The Agriculture RSF will work to determine the local Agriculture RSF-specific capacity for recovery of an event once it has been identified. If there is sufficient local capacity to recover from an event, no further activity may be required from the RSF team. If local recovery capacity is insufficient to complete a full recovery, then the State Housing Lead will recommend to the SDRC that further Agriculture RSF partners be engaged to begin coordinating recovery activities.

## Agriculture RSF Activation Criteria

The following evaluation questions will help determine if the activation of the Agriculture RSF is needed. Situations and information rapidly change and the Agriculture RSF can be activated at any time based on new information.

1. Has the local government reached out for assistance?
2. Were local resources damaged beyond the community's ability to recover and where technical and other assistance would help preserve these resources?
3. Is the continuation of impacted businesses going to be compromised after a disaster to the point that continued damage will occur if the State and/or Federal agencies do not deploy assistance?
4. Does the information provided by state and local agencies and partners indicate there is the potential for unmet needs?

## Report Submissions

All RSF leads and their partners will be expected to assist the State Disaster Recovery Coordinator (SDRC) with the drafting of three formal reports.

The **Advance Evaluation Report**, primarily the responsibility of the SDRC, will synthesize the disaster events and details, in combination with pre-existing capacity



## Missouri Disaster Recovery Framework (MDRF)

issues, social vulnerability data, and any other considerations. This report will determine which, if any, RSFs are activated following an event.

The **Mission Scoping Assessment** gathers impact information, collect and analyze data, and apply subject matter expertise to identify and analyze recovery issues, unmet needs, and capability gaps and challenges.

The **Recovery Support Strategies** document is a coordination tool for all partners across all RSFs, and requires broad partner participation and engagement. The final document is delivered to the impacted communities with timelines and technical assistance for long-term recovery.

### Dynamics of Formal Disaster Declarations

The Missouri Disaster Recovery Framework and the state's RSF structure operates regardless of emergency or federal disaster declaration. However, technical, and financial resources and assistance, as well as data sharing, available for disaster recovery may change depending upon formal declaration of each event. Accordingly, the Agriculture RSF's initial may only account for local recovery capacity and non-disaster-dependent resources of the state. However, as additional resources become available, initial strategies may need to be adjusted to include newly available resources. Regardless of available resources, the Agriculture and partners will work to address unmet needs and deploy resources consistent with the overarching objectives outlined in this plan.

### RSF Step-Down and Continued Community Recovery

The objective of the final stage of the Agriculture RSF recovery process is to help ensure that local governments are prepared to manage long-term recovery on their own. The engagement of the Agriculture RSF is a capacity-building process that allows the community to gain an understanding of the resources available to them and to manage the recovery process. As a community's capacity increases, it can execute recovery activities with less outside support. Ongoing RSF functions and activities can gradually transition to the corresponding community and local governments. After the Agriculture RSF transitions to a steady state, the RSF Lead will continue to be available for support and assistance through existing programs and operations.

### Pre-Disaster Activities

Recovery from any emergency incident is enhanced by the pre-incident strength and resilience of the individual, the community and the systems that compose the community. Relative to the Agriculture RSF, the more prepared, robust and resilient our local communities, farmers, ranchers, and value-added industries, and their planning efforts are, the more likely is our expeditious and complete return to

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former levels of services and functioning or better. Likewise, community systems that plan, prepare and exercise together are more likely to recover and recover more quickly from an emergency incident. These activities may include, but are not limited to:

- Encouraging planning for continuity of operations and resiliency planning for businesses;
- Work with workforce development partners to teach businesses and agriculture operations potential threats in their area;
- Incorporating peer-to-peer opportunities for trainings and workshops regarding pre-disaster recovery planning or capacity building;
- Appropriate data collection and dissemination as efficiently as possible.

### **Short-Term Recovery**

Initial efforts will be focused on assessing and stabilizing community functions in impacted communities. Short term recovery may include the following to protect life and property, and gather information for the Advance Evaluation Report, and may include the following:

- Maintain awareness of displacement operations during disasters, and share that information with appropriate partners as they impact the ability to return to work;
- Encourage participation and application for relief and assistance as early as possible for impacted businesses and workers;
- Work with local partners regarding immediate capacity needs to determine if federal assistance may be available.

### **Intermediate Recovery**

The Agriculture RSF Lead will continue to be active in Intermediate Recovery and to inform the Mission Scoping Assessment and Recovery Support Strategies, and may include the following:

- Providing technical assistance to businesses and operations for planning;
- Coordinating conversations with stakeholders regarding the impacted sectors and industries, as well as workforce opportunities;
- Share information on, and provide technical assistance to acquire programs for local governments and communities;

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- Maintain situational awareness of unmet needs for impacted Missourians.

### Long-Term Recovery

Clear communications will continue to be a critical component of recovery. The primary goal will be a return to normalcy and to take steps towards resiliency with insights from the Recovery Support Strategies, and potentially the following activities:

- Promote self-sufficiency and resiliency of resources through community outreach and communication;
- Provide possible solutions for communities with large numbers of businesses destroyed and still out of operation;
- Maintain potential assistance resource database for local governments and community partners.

### Roles and Responsibilities

Each community partner agency or organization contributes valuable resources to the range of long-term recovery needs that the state and communities will have after a disaster. Each entity has been placed in a category based on how they believe they can best contribute to the agriculture recovery efforts. The roles and responsibilities will be different based on individual types of disasters; however, the following will be the basis of participation. The roles and responsibilities will be different based on individual types of disasters, and may include:

- Developing of interim and long-term strategies for supporting local efforts to provide training, funding, or capacity-building opportunities;
- Coordination with partners to ensure equitable distribution of opportunities and information;
- Coordinating outreach and case management activities between state agencies and NGOs.

Entities in the Agriculture RSF will have a critical role in advising, subject matter expertise and leadership in recovery efforts.

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## **Annex 8 – Traditional Disaster Assistance:**

Disaster assistance programs made available after Gubernatorial Proclamations and Presidential Disaster Declarations are implemented in accordance with provisions of the Robert T. Stafford Disaster Relief Act and Emergency Assistance Act, P.L. 93-288 as amended, the Disaster Mitigation Act of 2000, the Post Katrina Emergency Management Reform Act of 2006, Federal Emergency Management Agency regulations, the National Response Framework, National Disaster Recovery Framework, and the State Administrative Plans for the Individuals and Households Program (IHP), the Small Business Administration (SBA) Disaster Loan Program, the Public Assistance Program, and the Hazard Mitigation Grant Program.