

Missouri Disaster Recovery Framework

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Missouri Disaster Recovery Framework (MDRF)

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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, 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.

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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 state-wide. 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.

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

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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). The SDRC is housed jointly at SEMA and DED, strengthening the long-term recovery partnership of the two agencies that receive the majority of disaster-related funds.

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.

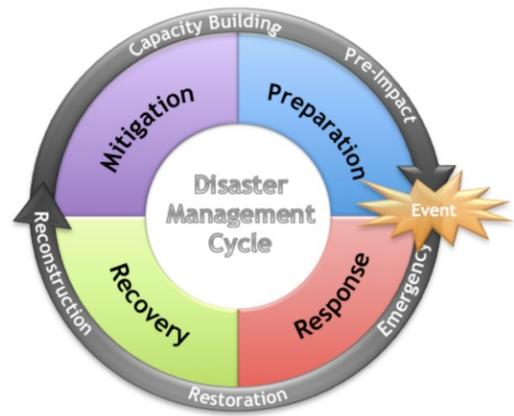
SCOPE

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.

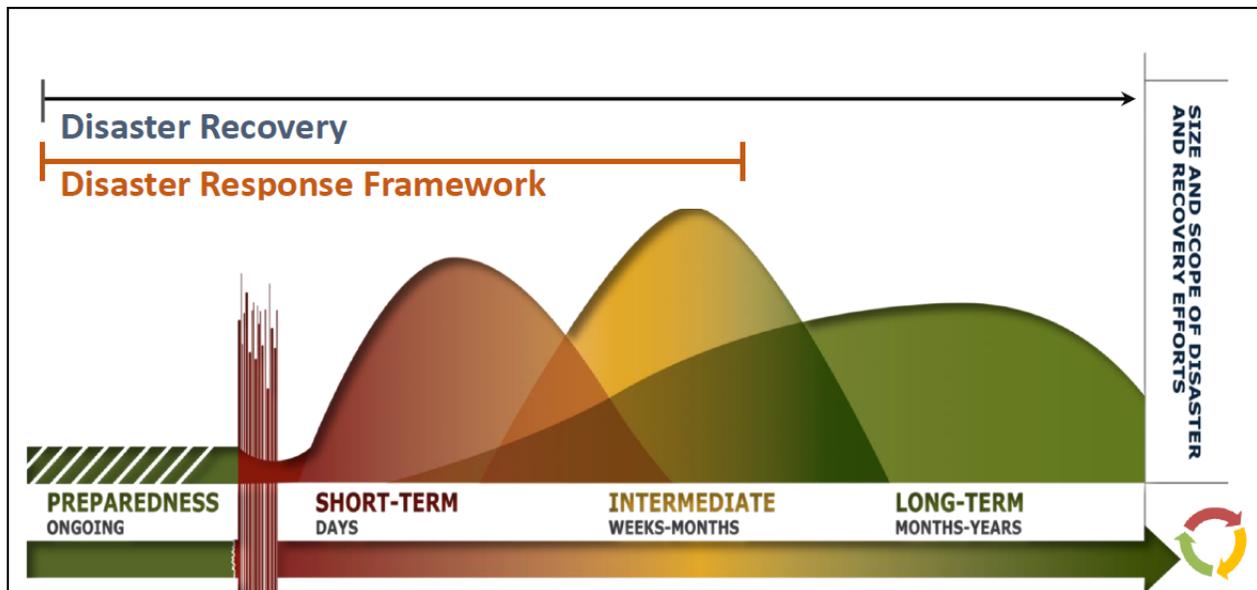
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Disaster Cycle

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



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.

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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.



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

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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.
- 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

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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 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

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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.

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 addresses many preparedness

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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.

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

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

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information for sharing with State PIOs and the Office of Administration for posting on the state's recovery website.

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 Restoration

This core capability returns economic and business activities (including food and agriculture) 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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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.

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.

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Plan Integration

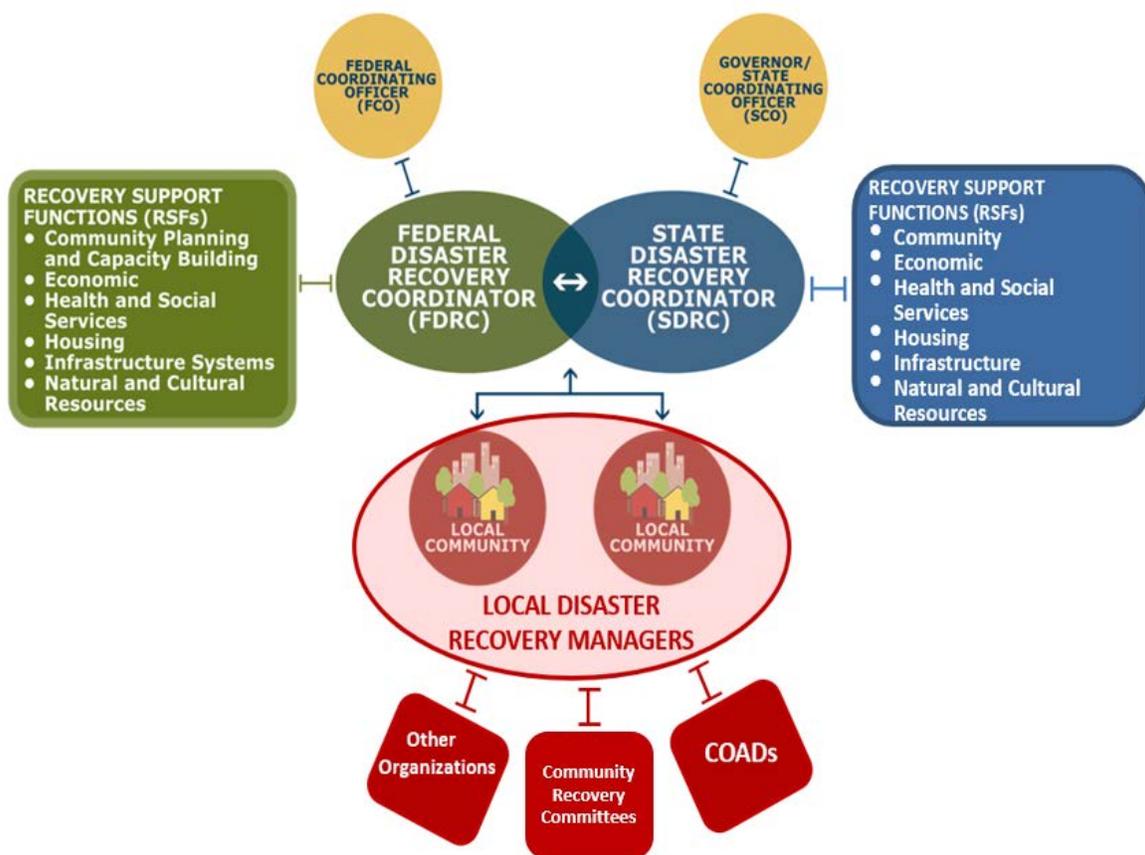
Plan integration is a process by which leaders and decision makers look critically at the existing plans and align efforts with the goal of building resilience and maximizing resources across all functional sectors and related plans. The goal of plan integration is to effectively integrate plans, policies, 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 six 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.



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

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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 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,

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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.

STATE RECOVERY SUPPORT FUNCTIONS	FEDERAL RECOVERY SUPPORT FUNCTIONS
RSF #1 Community Missouri Dept. of Economic Development	Community Planning & Capacity Building Federal Emergency Management Agency
RSF #2 Economic Missouri Dept. of Economic Development	Economic US Dept. of Commerce
RSF #3 Health & Social Services Missouri Dept. of Health & Senior Services	Health & Social Services US Dept. of Health & Human Services
RSF #4 Housing Missouri State Treasurer’s Office	Housing US Dept. of Housing & Urban Development
RSF #5 Infrastructure Missouri Dept. of Transportation	Infrastructure Systems US Army Corps of Engineers
RSF #6 Natural & Cultural Resources Missouri Dept. of Natural Resources	Natural & Cultural Resources US Dept. of Interior

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
- Maintain communications between SDRC and RSFs, including federal counterparts and whole community partners
- Participate in meetings that support long-term recovery efforts

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- 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 as well as Appendix A.

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.

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

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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 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.

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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.

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.

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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, 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

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- 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) 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

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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 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.

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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?)
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

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Leads (a) better shape the scope the 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 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

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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 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.

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TO BE REVISED TO BE MORE CONSISTENT (IN SEPARATE DOCUMENTS):

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 – TRADITIONAL DISASTER ASSISTANCE - UPDATE

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.

FEMA Individual Assistance (IA) Grants

Small Business Administration (SBA) Disaster Loan Program

FEMA Public Assistance (PA) Grants

FEMA Hazard Mitigation Grant Program (HMGP)

HUD Community Development Block Grants – Disaster Recovery Funds

HHS – SAMSHA?

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Dept of Labor Disaster Unemployment

MOVOAD and The Partnership

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TO BE COMPLETED (IN SEPARATE DOCUMENTS?):

APPENDIX A – RECOVERY OUTCOMES, OBJECTIVES & GENERAL ACTIVITIES

APPENDIX B – COMMUNICATIONS GUIDELINES

Incorporate MoRecovery website information

APPENDIX C – DATA SHARING & ANALYSIS

APPENDIX D – PLAN INTEGRATION GUIDANCE

APPENDIX E – RESILIENT RECOVERY OPPORTUNITIES & BEST PRACTICES

Opportunities to build resilience include, but is not limited to, the following activities:

- Development of a statewide definition of resilience
- Recognition that resilience is not limited to physical infrastructure protection but may also include household and business resilience
- Development of a hazard mitigation buyout strategy
- Coordination of buyout and relocation resources
- Education to the business community about business continuity
- Education to the local governments about long term recovery planning
- Train the trainer educational opportunities to increase capacity at the state and regional level
- Formation of Recovery Support Functions at the local level in Missouri communities

APPENDIX F - RECOVERY & RESILIENCE RESOURCES

APPENDIX G – LONG-TERM RECOVERY ADVANCE EVALUATION

APPENDIX H – MISSION SCOPING

APPENDIX I – RECOVERY STRATEGY

APPENDIX H - GLOSSARY OF TERMS & ABBREVIATIONS

WILL COMPILE ALL DOCUMENTS IN PDF?