

Salt Lake County Disaster Recovery Framework

****DRAFT****



Salt Lake County Disaster Recovery Framework

IMPORTANT -

This DRAFT of the Salt Lake County Disaster Recovery Framework “Framework” - has been developed to coordinate and support County recovery efforts in the aftermath of a disaster and enhance community resiliency. This draft Framework may require additional information or clarification throughout. This information will be acquired through the efforts of staff, working groups, activities, exercises, workshops, and public comment. The specific Recovery Support Function Annexes may not list all agencies and/or organizations although many have been identified. They will be added from time to time during the Framework update and review processes. Changes to the document may include clarification, deletion, restructuring, or modifications to various sections to enhance the functionality and applicability specific to Salt Lake County.

PUBLIC COMMENT -

This Framework is available for public review and comment from December 10, 2015 until February 05, 2016 at which time the period for public comment will close. Comments and suggestions must be made on the Salt Lake County Emergency Services website at:

www.slco@emergency-services.org.

For questions regarding this Framework, please contact:



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Salt Lake County Disaster Recovery Framework

1 **FORWARD**

2 The Salt Lake County Disaster Recovery Framework (Framework) provides a guide to assist Salt
3 Lake County in achieving a focused, timely, and expeditious recovery from a disaster. The
4 Framework provides guidance for recovery, roles and responsibilities, recovery actions, primary
5 and support agencies and organizations, and planning requirements to any incident that occurs.
6 Recovery has phases that guide the priorities of efforts, those phases include both short-term
7 (days to weeks) for actions designed to stabilize a situation and long-term (months to years) for
8 actions designed to establish the new normal post disaster.

9 This Framework applies to Salt Lake County under the direction of the Salt Lake County Mayor.
10 Disaster recovery is the responsibility of the Office of Regional Development which will be the
11 coordinating agency for all recovery activities. At any time the Mayor may activate a Disaster
12 Recovery Coordination Center (DRCC), however, a regional catastrophic disaster will require
13 activation of the DRCC. The Director of Regional Development, under the direction of the
14 Mayor will designate a Local Disaster Recovery Manager (LDRM), who has the authority and
15 responsibility for the administration and operations of all disaster recovery activities.

16 Further, this Framework describes the role of the county Disaster Recovery Coordination Center
17 (DRCC) and the coordination that occurs between the DRCC, cities, townships, communities
18 and other agencies and organizations involved in recovery activities. The Framework outlines
19 how the Salt Lake County DRCC will serve as the focal point between cities, towns, townships,
20 communities and the state in times of disaster. The operational readiness of the DRCC is the
21 responsibility of the Salt Lake County Office of Regional Development.

22 The Framework includes eight Recovery Support Function (RSF) Annexes, and may include
23 additional Support and Incident Annexes. RSF Annexes group resources and capabilities into
24 functional areas that are most frequently needed for recovery. Support Annexes describe
25 essential supporting aspects that are common to all incidents. Incident Annexes address the
26 unique aspects of how the county recovers from specific incident categories.

27 Salt Lake County Office of Regional Development, Division of Emergency Services is
28 responsible for updating the Framework on a regular basis to reflect and address the changing

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29 needs of the County. This Framework will be reviewed for updates or revisions at least annually
30 and/or after each use of the document.

31 County staff will be provided a review of the recovery roles and responsibilities section at least
32 every year, with the recommendation for a recovery focused exercise at least every two years.

33 Training may consist of a seminar, workshop, or independent study.

34 Exercises should be conducted at a Table Top or Functional level and may be included in
35 response exercise but should focus clearly and directly on recovery activities.

36 This Framework aligns with the objectives set forth in the National Disaster Recovery
37 Framework.

38 This Framework asserts that local and catastrophic disasters will require a coordinated approach
39 to recovery based on the incident size and impacts, as the incident will dictate the level of
40 recovery support required.

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41 **PROMULGATION**

42 WHEREAS, Salt Lake County recognizes it is at risk to a wide range of natural, technological,
43 and man-made hazards and there is a need for ongoing emergency operations and disaster recovery
44 planning by all jurisdictions of government within Salt Lake County; and

45 WHEREAS, this Disaster Recovery Framework is needed to coordinate and support county
46 recovery efforts in the aftermath of an emergency or disaster; and

47 WHEREAS, this Framework will provide a guide for the agencies of each jurisdiction, township,
48 community, and the county to plan and perform their respective recovery functions during and
49 after disaster or emergency. Tasked organizations within the framework have the responsibility
50 to prepare and maintain standard operating procedures and commit to the training and exercises
51 required to support this framework. Under the direction of the Office of Regional Development,
52 Division of Emergency Services, this framework will be revised and updated as required. All
53 recipients are responsible to submit to Salt Lake County Emergency Services any changes that
54 might result in its improvement or increase its usefulness.

55 WHEREAS, in accordance with the Homeland Security Presidential Directive 5, all agencies,
56 departments, and organizations having responsibilities delineated in this Disaster Recovery
57 Framework will use the National Incident Management System. This system will allow proper
58 coordination between local, state and federal organizations. The Incident Command System, as a
59 part of the National Incident Management System, will enable effective and efficient incident
60 management by integrating a combination of facilities, equipment, personnel, procedures and
61 communications operating with a common organizational structure.

62 This framework is promulgated as the Salt Lake County Disaster Recovery Framework and
63 designed to comply with all applicable Salt Lake County regulations and provides the policies and
64 procedures to be followed to recover from emergencies, disasters and terrorism events.

65 NOW THEREFORE, BE IT RESOLVED by the Mayor of Salt Lake County, this Disaster
66 Recovery Framework as updated is officially adopted,

67 IN WITNESS WHEREOF;

Name / Title	Date
Name / Title	Date

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68 **POLICIES**

69 All operations under the Salt Lake County Disaster Recovery Framework will be undertaken in
70 accordance with the mission statement of Salt Lake County Emergency Services:

71 “The mission of Salt Lake County Emergency Services is *“To collaborate, innovate, and support*
72 *Salt Lake County regional disaster recovery programs and Lead the personal and organizational*
73 *preparedness of Salt Lake County Government.”*

- 74 • Salt Lake County Emergency Services is responsible for the development of the
75 Framework.
- 76 • Municipal, state, and federal disaster recovery frameworks, plans and programs will
77 integrate with this Framework to provide effective and timely support to the citizens of
78 Salt Lake County in the event of a major disaster or emergency.
- 79 • County agencies will develop appropriate plans and procedures to carry out the recovery
80 responsibilities assigned to them in the Framework.
- 81 • Local disaster recovery must begin during the response phase of an emergency or
82 disaster. Salt Lake County will coordinate with local officials to augment local recovery
83 resources as needed.
- 84 • All local governments and agencies must be prepared to recover from emergencies and
85 disasters even when government facilities, vehicles, personnel and political decision-
86 making authorities are affected. The Salt Lake County Continuity of Operations (COOP)
87 Plan may be used in conjunction with this Framework during various types of emergency
88 situations. The COOP plan details the processes by which administrative and operational
89 functions will be accomplished during recovery that may disrupt normal business
90 activities. As part of this framework, essential functions of county and local government,
91 private sector businesses and community services are identified and procedures are
92 developed for support.
- 93 • When necessary, Salt Lake County Emergency Services will initiate requests for recovery
94 assistance from the State of Utah through the Utah Division of Emergency Management
95 (UDEM). UDEM may initiate requests for assistance from the federal government
96 through the Federal Emergency Management Agency (FEMA) and other states through
97 the Emergency Management Assistance Compact.

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98 All recovery activities shall be governed by the Salt Lake County Disaster Recovery Framework
99 and shall be coordinated with the National Disaster Recovery Framework for Presidentially
100 Declared disasters and in accordance with Homeland Security Presidential Directives.

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101 **Applicability**

102 The Salt Lake County Disaster Recovery Framework may be applied to all disasters. All
103 elements may not be activated for every incident. Many of its concepts and principles are equally
104 valid for non-declared incidents that have recovery consequences. The core concepts as well as
105 the Recovery Support Function (RSF) organizing structures outlined in the Framework may be
106 applied to any incident with recovery needs regardless of size and whether or not the incident
107 results in a presidential disaster declaration.

108 Roles and responsibilities of the various agencies that comprise the Recovery Support Functions
109 (RSFs) are detailed in the RSF Annexes.

110 **Limitations**

111 Salt Lake County Government is committed to making every reasonable effort to quickly recover
112 from a disaster. However, County resources and systems may be overwhelmed or inoperable
113 for an unknown and possibly significant matter of time.

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114 **SALT LAKE COUNTY CHARACTERISTICS**

115 **Demographics**

116 Salt Lake County was created in 1850 and is a county located in the U.S. state of Utah. As of the
117 2010 census, the population was 1,029,655, making it the most populous county in Utah. Salt
118 Lake County has seventeen political subdivisions comprised of incorporated cities and
119 townships, the largest being Salt Lake City, the state capital. Salt Lake County is part of the Salt
120 Lake City, UT Metropolitan Statistical Area.

121 **Geography**

122 Salt Lake County occupies the Salt Lake Valley, as well as parts of the surrounding mountains,
123 the Oquirrh Mountains to the west and the Wasatch Range to the east (essentially the entire
124 watershed of the Jordan River north of the Traverse Mountains). These two mountain ranges,
125 together with the much smaller Traverse Mountains to the south of the valley, delimit Salt Lake
126 Valley, which is also flanked on the northwest by the Great Salt Lake, and the north by the Salt
127 Lake Anticline (most notably Ensign Peak) In addition, the northwestern section of the county
128 includes part of the Great Salt Lake. The county has a total area of 807 square miles (2,090
129 km²), of which 742 square miles (1,920 km²) is land and 65 square miles (170 km²) (8.1%) is
130 water. It is the fifth-smallest county in Utah by area. The county borders on the Great Salt Lake
131 and is intersected by the Jordan River.

132 **Access**

133 The vast majority of traffic into and out of the Salt Lake Valley passes through four geographic
134 features, all of which are narrow. These are Parley's Canyon leading to Summit County to the
135 east (as well as to Morgan County to the northeast via more remote Little Dell Canyon), the
136 space between the Salt Lake Anticline and the Great Salt Lake leading into Davis County to the
137 north, the Point of the Mountain and adjacent Jordan Narrows leading to Utah County to the
138 south, and a space (known as Garfield) between the Oquirrh Mountains and the Great Salt Lake
139 leading to Tooele County to the west.

140 **Economy**

141 Salt Lake County is the major employment, commercial, and financial center for Utah. It
142 generates about half of the state's retail sales and total employment, and more than half the

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143 payroll. It especially dominates in the finance, trade, transportation and warehousing,
144 administration, and management and professional services sectors. Salt Lake County is home to
145 the state government, the headquarters of the LDS Church, and the University of Utah, the
146 largest research university in the state. Salt Lake leads tourism and convention activities, ranking
147 first in spending by traveler, tourism and travel employment, and tourism tax revenues. (13)

148 (13) Utah Division of Travel Development, 2004 State and County Economic and Travel
149 Indicator Profiles, 2005, <http://travel.utah.gov/>.

150 The county is noted for its four ski resorts: Snowbird and Alta in Little Cottonwood Canyon and
151 Solitude and Brighton in Big Cottonwood Canyon and famous for both summer and winter
152 activities.

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153 **PURPOSE**

154 The Salt Lake County Disaster Recovery Framework (SLCo DRF or “Framework”) is a guide to
155 promote effective recovery, and may be applied to all disasters and incidents, small and large-
156 scale or catastrophic.

157 A successful recovery process promotes the community’s resiliency and incorporates practices
158 that minimize the community’s risk to all hazards and strengthens its ability to withstand and
159 recover from future disasters.

160 The Salt Lake County Disaster Recovery Framework provides guidance that enables effective
161 recovery support to disasters within Salt Lake County and the local jurisdictions. It provides a
162 flexible structure that enables local disaster recovery managers to operate in a unified and
163 collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health,
164 social, economic, natural and environmental fabric of the community and build a more resilient
165 Salt Lake County.

166 Long-Term Recovery is a phase of recovery that may continue for months or years and addresses
167 complete redevelopment and revitalization of the impacted area, rebuilding or relocating
168 damaged or destroyed social, economic, natural and built environments.

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169 **SCOPE**

170 The Salt Lake County Disaster Recovery Framework or “Framework”, is a scalable, flexible and
171 adaptable coordinating structure that identifies key roles and responsibilities. It links local
172 governments, the private sector and nongovernmental and community organizations that play
173 vital roles in recovery. The Framework captures resources, capabilities and best practices for
174 recovering from a disaster. The Framework is based upon an all-hazards approach and a
175 companion document to the Salt Lake County Emergency Operations Plan (EOP).

176 This Framework aligns with the National Disaster Recovery Framework, and the Salt Lake
177 County Emergency Operations Plan (EOP). The EOP primarily addresses actions during disaster
178 response. Like the EOP, this Framework establishes a planning and operational structure. The
179 Framework assumes the long-term recovery responsibilities of Emergency Support Function #14
180 (ESF #14). Key ESF #14 concepts are expanded in the Framework and include recovery-specific
181 leadership, organizational structure, planning guidance and other components needed to
182 coordinate continuing recovery support to individuals, businesses and communities. ESF #14 is
183 specific to Short Term Recovery, facilitating the transition into long term recovery. Recovery is a
184 purposeful process that takes weeks to years to complete and establish the post disaster normal.

185 The Salt Lake County Disaster Recovery Framework defines:

- 186 • Core recovery principles
- 187 • Roles and responsibilities of the Local Disaster Recovery Manager (LDRM), Recovery
188 Support Functions – Primary Agencies, and Supporting Organizations and Stakeholders
- 189 • A coordinating structure that facilitates communication and collaboration among all
190 agencies, organizations and stakeholders
- 191 • Guidance for pre- and post-disaster recovery planning
- 192 • The overall process by which communities can capitalize on opportunities to rebuild a
193 stronger, smarter and safer communities.

194 These elements improve recovery support and expedite recovery of disaster-impacted
195 individuals, families, businesses and communities.

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196 **Core Principles:**

- 197 • Individual and Family Preparedness and Empowerment
- 198 • Leadership and Local Primacy
- 199 • Pre-Disaster Recovery Planning
- 200 • Partnerships and Inclusiveness
- 201 • Public Information
- 202 • Unity of Effort
- 203 • Timeliness and Flexibility
- 204 • Resilience and Sustainability
- 205 • Psychological and Emotional Recovery

206 **Key Concepts:**

- 207 • Structure — Provided by Recovery Support Functions (RSFs).
- 208 • Leadership — provided by the Local Disaster Recovery Manager/s (LDRMs); RSFs,
- 209 private sector and nongovernmental organization (NGO) leaders.
- 210 • Planning during both pre- and post-disaster phases.

211 The Framework introduces two concepts and terms:

- 212 • Local Disaster Recovery Managers (LDRM)
- 213 • Recovery Support Functions (RSFs)

214 The LDRM provides leadership and coordination for the Recovery Support Functions (RSFs)
215 throughout the recovery process.

216 RSFs are eight groupings of core recovery capabilities that provide a structure to facilitate
217 problem solving, improve access to resources, and foster coordination among local agencies,
218 nongovernmental partners and stakeholders. Each RSF has primary agencies and supporting
219 organizations that operate together with local officials, nongovernmental organizations (NGOs)
220 and private sector partners. The concepts of LDRMs and RSFs are scalable to the nature and size
221 of the disaster.

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222 **Relationship to the Salt Lake County Emergency Operations Plan**

223 The focus of the Salt Lake County Emergency Operations Plan (EOP) governs the response
224 actions as well as the short-term recovery activities that immediately follow or overlap those
225 actions. The Salt Lake County Disaster Recovery Framework does not address short-term
226 activities such as life-saving, life sustaining, property protection and other measures such as
227 immediate threats to life, environment and property, and community stabilization. The
228 Framework provides the tools to encourage early integration of recovery efforts into the response
229 phase operations.

230 As response, short-term and intermediate recovery activities begin to wind down, long term
231 recovery needs gradually take on a more critical role. The core principles and organizational
232 elements in the Framework coexist with the EOP and more effectively address intermediate and
233 long term recovery needs. The EOP fully transitions to the Framework when the disaster-specific
234 mission objectives of the Emergency Support Functions (ESFs) are met and as the ESFs
235 demobilize.

236 Together, the Recovery Framework and the EOP provide the guidance to implement the response
237 and recovery aspects for Salt Lake County. The Framework follows the National Incident
238 Management System (NIMS) structure in preparing for and managing the response and recovery
239 from natural and human-caused disasters.

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240 **ADMINISTRATION**

241 **Framework and Annex Maintenance**

242 Salt Lake County Emergency Services is responsible for the overall maintenance (review and
243 update) of this Framework and for ensuring that changes and revisions are prepared, coordinated,
244 published and distributed. Each supporting annex describes the organization or agency
245 responsible for those documents.

246 This Framework and supporting annexes will be reviewed bi-annually and updated based on
247 deficiencies identified in simulated or actual use or due to organizational or technological
248 changes. All changes shall be recorded by Salt Lake County Emergency Services.

249 Revisions to the Framework will be forwarded to all organizations or agencies having assigned
250 responsibilities within the Framework and/or annexes. Contact names and telephone numbers
251 (for DRCC staff, departments, agencies, special facilities, schools, etc.) shall be maintained by
252 appropriate departments and agencies.

253 The Framework maintenance schedule provides a strategy to ensure that the entire Framework
254 including Annexes are reviewed bi-annually at a minimum and provides a recommended
255 timeframe for updating the Framework and Recovery Support Functions (RSF) and Annexes.
256 The entire plan must be revisited bi-annually.

257 **Framework Multiyear Strategy**

258 The Framework Multiyear Strategy includes the objectives and key strategies for developing and
259 maintaining the Framework including the support for short- and long-term initiatives. The
260 objectives, key strategies and short and long-term initiatives are summarized in Table 1. The Salt
261 Lake County Disaster Recovery Framework assigns primary and support agencies for eight
262 functional areas of disaster recovery. Each agency assigned to a recovery support function
263 (RSF) is responsible for mobilizing existing personnel, equipment, materials, supplies and other
264 resources under their control.

265 **Records Preservation and Restoration**

266 All affected governments in Salt Lake County must ensure protection of their records so normal
267 operations can continue after the emergency. Such records may also be vital to the rapid

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268 recovery from the effects of an emergency, with the maintenance of plans for the safety,
269 recovery and restoration of the county's data and telecommunication systems during a disaster.

- 270 • Narratives and operational journals of recovery actions will be kept.
- 271 • All written records, reports, and other documents will follow the principles of the
272 National Incident Management System (NIMS).
- 273 • Agreements and understandings must be entered into by duly authorized officials and
274 should be formalized in writing whenever possible prior to emergencies.
- 275 • Organizations tasked with responsibilities in the implementation of this Framework are
276 responsible for providing their own administrative and logistical needs and for the
277 preparation and maintenance of a resource list for use in carrying out their recovery
278 responsibilities.

279 **Reports and Records**

280 General - The planning and activation of an effective disaster recovery requires timely and
281 accurate reporting of information and the maintenance of records on a continual basis.

282 **Reporting guidelines** - Salt Lake County will develop consolidated reports to include
283 information from county agencies and local municipalities. County agencies will submit
284 situation reports, requests for assistance, damage assessment and impact analysis reports to Salt
285 Lake County Emergency Services by the most practical means and in a timely manner.
286 Municipal and county governments will use pre-established bookkeeping and accounting
287 methods to track and maintain records of expenditures and obligations. Narrative and written
288 log-type records of recovery activities will be kept by the local disaster recovery agency. The
289 logs and records will form the basis for status reports to the county and state.

290 **Preliminary damage assessment** – Preliminary damage assessment reports are the necessary
291 basis for the governor's decision to declare a state of emergency and to request a presidential
292 disaster declaration. These reports determine the specific types and extent of assistance made
293 available to the affected area.

294 **Updates** - Situation reports outlining new developments and more complete information will be
295 forwarded daily or as often as necessary in the most expeditious manner available. .

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296 **Financial Management**

297 When agencies require additional resources, these requests will be referred to the LDRM and
298 Recovery Team who are tasked with identifying the most appropriate and economical method of
299 meeting the resource request. There are four basic methods of meeting a resource request as
300 follows:

- 301 • Local forces are those resources under direct control of the county Disaster Recovery
302 Coordination Center (DRCC). They can be assigned based on priorities established by
303 the DRCC organizational agencies.
- 304 • Mutual aid can be requested by the county DRCC to augment local forces during a
305 locally declared state of a local emergency. Salt Lake County is a signature party of the
306 Utah Mutual Aid Agreement for Catastrophic Disaster Response and Recovery. All
307 requests for mutual aid must follow the procedures established by DEM under this
308 agreement.
- 309 • A preferred method of meeting temporary disaster demands is utilizing the County Office
310 of Contracts and Procurement, who can issue contracts to meet resource requirements.
- 311 • State and federal agencies' response may be required when either mutual aid or
312 contracting can meet the resource request. It is anticipated that this response would occur
313 early in the short-term recovery phase for short time periods.

314 All RSF procurements and expenditures will be documented. All receipts and invoices with
315 explanations and justifications will be forwarded to the office of the appropriate Finance Section
316 Chief in a timely fashion. The Finance Section Chief will ensure all documentation is complete,
317 recorded on the appropriate forms and proper in all respects. If the disaster was federally
318 declared, the Finance Section Chief will submit for reimbursement and the documentation will
319 serve as a recorded history of activity. If the disaster was not declared, the documentation will
320 not be submitted for reimbursement but will still serve as a recorded history of activity with
321 expenditures.

322 Accurate accounts of recovery expenditures and obligations, including personnel and equipment
323 costs, will be maintained. Such records are essential to identify and document (1) costs for
324 which no Federal reimbursement will be requested and (2) those costs eligible for reimbursement

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325 under major emergency project applications. When Federal public assistance is provided under
326 the Disaster Relief Act, local projects approved by FEMA are subject to both state and Federal
327 audit. The county Chief Financial Officer will coordinate the reimbursement documentation for
328 the FEMA Public Assistance program during a presidentially declared disaster for county
329 government.

330 **Fiscal Agreements**

331 A clear statement of agreement between all major agencies engaging in recovery efforts and
332 activities concerning payment or reimbursement for personnel services rendered, equipment
333 costs and expenditures of materials used in recovery is crucial for accurate cost accounting.

334 **Logistics**

335 Unless covered in a mutual aid agreement/memorandum of understanding, disaster recovery
336 resources may not be sent outside Salt Lake County unless the Mayor or other designated
337 representative grants approval.

338 Salt Lake County Emergency Services maintains current resource information on supplies,
339 equipment, facilities and skilled personnel available for recovery operations.

340 Salt Lake County Contracts and Procurement provides resource support, including locating,
341 procuring, and issuing recovery resources (such as supplies, office space, office equipment, fuel
342 and communications contracting services, personnel, heavy equipment and transportation) to
343 local entities involved in delivery of recovery efforts.

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344 LEADERSHIP

345 Authority will be given to recovery leadership by the County Executive or through County
346 Council action. Formally assigning authority will enable various stakeholders to work together in
347 a complex and dynamic environment.

348 **Recovery Team (RT)** is identified as a team of Salt Lake County employees and/or regional
349 partners identified to support, manage, facilitate, or lead recovery in addition to their regular
350 work. This team may have one or two key staff “reassigned” to support recovery full time, but
351 typically does not require hiring of new staff at the team level.

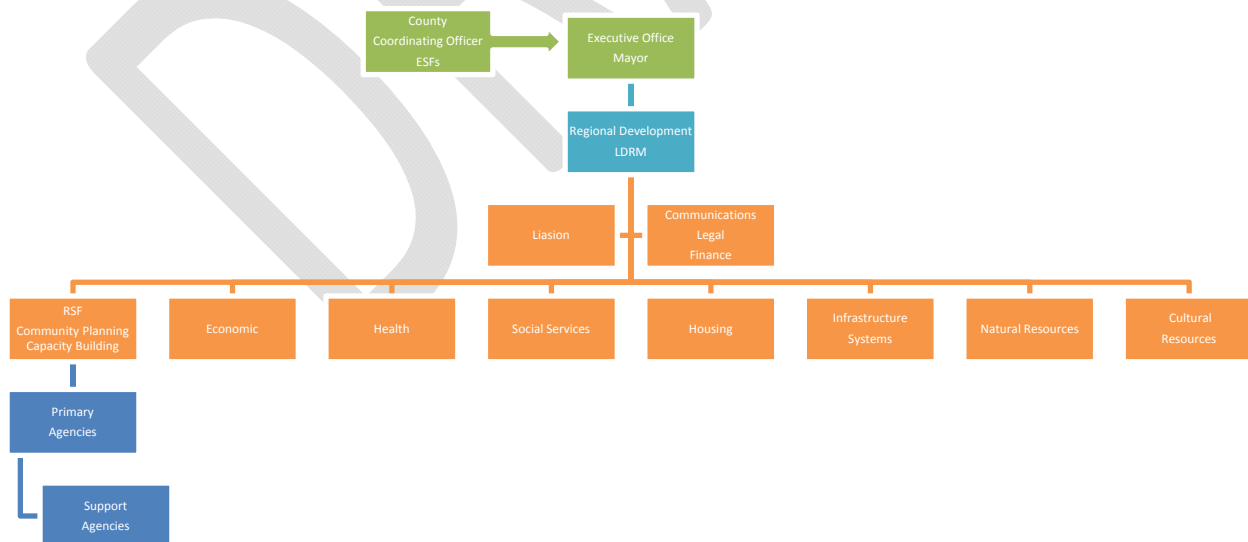
352 **The Office of Regional Development** will be recommended by the Mayor and approved by
353 Council to act as the office of Disaster Recovery. During a recovery phase the Mayor, with
354 approval from the Council, may establish additional funding and staff to manage all aspects of
355 recovery.

356 Organizational Structure

357

358

Figure A



359

Salt Lake County Disaster Recovery Framework

360 **Local Government Resources**

361 Local governments shall use their own resources first in to recover from disaster and may call for
362 assistance from Salt Lake County Emergency Services for recovery support that overwhelm or
363 threaten to overwhelm their own recovery resources and activities.

364 State and Federal relief may be overwhelmed when damage is widespread and severe.
365 Therefore, the local jurisdiction must develop and maintain an ongoing program of mitigation,
366 preparedness, response and recovery.

367 Federal Emergency Management Agency (FEMA) coordinates the Federal government's role;
368 the State coordinates their role in preparing for, preventing, mitigating the effects of, responding
369 to and recovering from all domestic disasters, whether natural or human-caused, including acts
370 of terror.

371 When required, the county's declaration will take into account the primary factors required by
372 FEMA for their declaration process.

373 **Mayor's Office /County Council**

374 A mayor, city manager, or county manager, as a jurisdiction's chief executive officer, is
375 responsible for ensuring the public safety and welfare of the people of that jurisdiction.

376 Specifically, this official provides strategic guidance and resources during preparedness,
377 response, and recovery efforts. Planning, preparation and training for an effective recovery is a
378 core obligation of local leaders.

379 Chief elected or appointed officials must have a clear understanding of their roles and
380 responsibilities for achieving a successful recovery. At times, these roles may require providing
381 direction and guidance to constituents during recovery in addition to their day-to-day activities.
382 On an ongoing basis, elected and appointed officials may be called upon to help shape or modify
383 laws, policies, and budgets to aid preparedness efforts and to improve recovery capabilities.

384 **State**

385 The State of Utah has statutes establishing the Utah Division of Emergency Management
386 (UDEM) and the emergency plans coordinated by that agency. The Director UDEM ensures that

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387 the State is prepared to deal with large-scale emergencies and is responsible for coordinating the
388 State response and recovery to any incident. This includes supporting local governments as
389 needed or requested and coordinating assistance with other States and/or the Federal
390 Government.

391 **Federal**

392 When an incident occurs that exceeds or is anticipated to exceed local or State recovery
393 resources the Federal Government uses the National Disaster Recovery Framework (NDRF) to
394 involve all necessary departments and agency capabilities, organize the Federal recovery
395 response, and ensure coordination with recovery partners.

396 **Establishment of Recovery Coordination Center**

397 The Mayor may determine, after consulting with local government officials that the recovery
398 appears to be beyond the combined resources of both the county and local governments and that
399 state assistance may be needed. The Mayor must certify that the severity and magnitude of the
400 recovery exceeds county and local capabilities; certify that state assistance is necessary to
401 supplement the efforts and available resources of the county and local governments, disaster
402 relief organizations, and compensation by insurance for disaster related losses; confirm
403 implementation of the Salt Lake County Disaster Recovery Framework and the establishment of
404 a Local Disaster Recovery Coordinating Center; and certify adherence to cost sharing
405 requirements.

406 If the county receives a presidential disaster declaration, a Federal Disaster Recovery
407 Coordinating Center established to address long-term recovery.

408 **Leadership**

- 409 • Ensure that recovery leadership at the local level is adequate to support the recovery
410 needs, strategies, and plans of impacted communities

411 **Coordination**

- 412 • Promote the development of recovery focused multi-agency coordination groups at the
413 local level as appropriate.
- 414 • Implement RSFs, Task Forces, and/or Recovery Committees/teams as appropriate.

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- 415 • Promote the broad inclusion of current and potential recovery partners – to include non-
416 governmental organizations and the private-sector to ensure that technical support and
417 resources are known, available, and coordinated.
- 418 • Promote coordination between counterpart local, state, and national non-governmental
419 and private-sector partners to maximize available support and ensure coordination.
- 420 • Identify the need for Federal and State support to local recovery functions Resources.

421 **Resources – Technical Assistance**

- 422 • Ensure that the appropriate technical assistance is available through mutual aid networks
423 to support local recovery assessment, planning, and program administration.
- 424 • Coordinate and/or deploy technical assistance teams to support local communities in the
425 assessment of disaster impacts and the development of local recovery strategies.
- 426 • Identify the potential for peer-to-peer/mutual aid assistance to support local recovery
427 coordination and planning efforts.
- 428 • Ensure the development of an interface between local, State, and Federal agencies to
429 streamline policy discussions and promote an understanding of the processes and
430 requirements associated with requesting and administering assistance
- 431 • Assess the need for Federal technical or programmatic advisors to support local recovery
432 efforts.

433 **Resources – Financial Assistance**

- 434 • Ensure that all assistance for non-presidentially declared events (financial and in-kind) is
435 available to and coordinated with local recovery leadership.
- 436 • Ensure that supplemental support is in alignment with identified local goals, strategies,
437 and plans to maximize impact, identify gaps and avoid duplication.
- 438 • Identify additional programs that can be used, reprioritized, or altered to support the
439 needs of affected communities identified in the assessment process.
- 440 • Assess the need for and, if needed, request additional assistance from the State or Federal
441 agencies.

Salt Lake County Disaster Recovery Framework

442 **Local Disaster Recovery Manager (LDRM)**

443 Will lead recovery, represent county leadership in the community, and provide policy direction
444 to the Recovery Team.

445 **Pre-Disaster Responsibilities**

- 446 1. Serve as primary point of contact for disaster recovery planning and preparedness.
- 447 2. Organize recovery planning processes.
- 448 3. Coordinate development, training and exercise of the County's disaster recovery framework,
449 plans and annexes
- 450 4. Establish and maintain contracts and networks for disaster recovery resources and support
451 systems.
- 452 5. Promulgate principles and practices that further resiliency and sustainability.

453 **Post-Disaster Responsibilities**

- 454 1. Lead and coordinate the activities of local recovery organizations and initiatives. Lead the
455 development of the community's recovery visions, priorities, resources, capability and
456 capacity.
- 457 2. Work with other LDRMs to develop a unified and accessible communication strategy.
- 458 3. Participate in damage and impact assessments with other recovery partners.
- 459 4. Communicate recovery priorities to local recovery stakeholders.
- 460 5. Incorporate critical mitigation, resilience, sustainability and accessibility – building measures
461 into recovery plans and efforts.
- 462 6. Lead the development of the community's recovery plans and ensure that they are publically
463 supported, actionable and feasible based on available funding and capacity.

464 The LDRM will engage with the Recovery Support Function (RSF) agencies to organize and
465 coordinate recovery assistance. During this early recovery phase, the LDRM and the RSF
466 coordinators are working closely with Emergency Support Function (ESF) leads to share
467 information about impacts and assistance.

Salt Lake County Disaster Recovery Framework

468 **CONCEPT OF OPERATIONS**

469 The Salt Lake County Disaster Recovery Framework defines how Salt Lake County agencies
470 will effectively engage, organize, operate and utilize existing resources and authorities to
471 promote effective recovery and support for Salt Lake County and other jurisdictions, and may be
472 used by non-government executives, private sector and nongovernmental organization (NGO)
473 leaders, emergency managers, community development professionals and other disaster recovery
474 practitioners. The Framework engages and incorporates the capabilities of all sectors and
475 provides coordination across all levels of government.

476 Local governments shall use their own resources first to recover from disaster and may call for
477 assistance from the Local Disaster Recovery Manager for recovery support that overwhelms or
478 threatens to overwhelm their own recovery resources and activities.

479 State and Federal relief may be overwhelmed when damage is widespread and severe.

480 Therefore, the local jurisdiction must develop and maintain an ongoing program of mitigation,
481 preparedness, response and recovery.

482 Federal Emergency Management Agency (FEMA) coordinates the Federal government's role;
483 the State coordinates their role in preparing for, preventing, mitigating the effects of, responding
484 to and recovering from all domestic disasters, whether natural or human-caused, including acts
485 of terror.

486 When required, the county's declaration will take into account the primary factors required by
487 FEMA for their declaration process.

488 The concept for recovery in Salt Lake County is to have a Recovery Team (RT) that is led by the
489 Office of Regional Development and established shortly after the disaster occurs to coordinate
490 recovery efforts and/or projects as directed by the Local Disaster Recovery Manager acting
491 under the authority of the County Executive.

492 Recovery must be taken into consideration during the initial response to a disaster and
493 implemented as soon as resources allow; typically the initial phase is simultaneous with response
494 efforts. Being familiar with recovery priorities will help guide and direct the response to the
495 disaster and expedite recovery actions.

Salt Lake County Disaster Recovery Framework

496 The Framework leverages and concentrates existing Salt Lake County resources, programs,
497 projects and activities through the organization of Recovery Support Functions (RSFs). The
498 Local Disaster Recovery Manager (LDRM) facilitates and coordinates RSF activities and
499 recovery planning at the local level. The Salt Lake County LDRM and RSF Coordinators
500 provide management for each RSF, and ensure ongoing communication and coordination
501 between the primary agencies and support organizations for the RSFs.

502 The incident will dictate the specific recovery activities required for a purposeful long-term
503 recovery however there are some activities that will occur with all recovery efforts regardless of
504 size and scope.

505 **Assessment and Recovery Strategy**

506 A thorough impact assessment is important to understand where capability exists and where
507 recovery resource support is required. Only RSF's and positions that are directly supporting a
508 recovery priority will activate, to minimize unnecessary use of limited resources.

509 **Support**

510 The Recovery Team will require resources to complete the goals identified in the impact
511 assessment and strategy objectives. Resources include items that are part of everyday operations
512 such as computers and phones, as well as specialty items such as plotters, safety equipment, or
513 cameras.

514 The most critical resource to the recovery team will be that which supports the emotional/mental
515 health of the team. Focusing on a disaster for a long period of time has affects that are not always
516 seen, particularly ones that involve fatalities. The need for ongoing emotional care will be critical
517 to the Recovery Team.

518 Each RSF and support agency will write a short debrief document explaining what they
519 contributed to the recovery, tasks accomplished, critical milestone of recovery, and advice to
520 future efforts.

521 Using an established Impact Assessment Template each RSF will identify:

- 522 • The incident impacts to their capability and prioritized recovery goals specific to the RSF

Salt Lake County Disaster Recovery Framework

- 523 • The tasks, resources, and policy decisions/actions required to achieve the goals, and the
524 participants and/or dependencies with internal and external agencies required to reach the
525 RSF goals

526 The assessment is a rapid process designed to quickly consolidate data for coordination across
527 RSFs and to guide the establishment of overall recovery priorities for leadership approval.

528 **Strategy**

529 Based on the findings of the impact assessment a documented recovery strategy supporting
530 achievement of priorities and goals will be developed using the Recovery Strategy Template.

531 The strategy will be a fluid concept with the flexibility to meet the challenges and adjustments
532 that are expected during recovery.

533 The Recovery Team or Office of Regional Development will assess the disaster situation,
534 identify recovery priorities and resource needs, and establish a strategy for meeting the goal of
535 recovery for a specific incident. The Recovery Team will meet regularly to ensure a coordinated
536 efficient recovery process.

537 **Triggers**

538 The concept of a recovery should be addressed within hours of initial response. The discussion
539 needs to include consideration for economic, social, emotional, and environmental impacts to the
540 community/s. Disasters dictate the timeline of activities. The response phase can last a few
541 hours to days, depending on the size and complexity of the incident. The recovery phase will
542 typically last weeks to years or even decades depending on the size, complexity, and impacts of
543 the incident.

544 **Recovery Phases**

545 **Short Term** – typically involving immediate actions such as restoration of critical infrastructure
546 and FEMA Individual Assistance.

547 **Intermediate Term** – typically involving actions that are intended to stabilize a situation while
548 long-term recovery projects are established.

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549 **Long Term** – typically projects that lead to restoration, rebuilding, and/or development of
550 capabilities in the disaster area.

551 All disasters will require some form of recovery, the recovery activities are directly correlated to
552 the impacts of the incident. Thus, anytime the Emergency Operations Center is activated the
553 need for a formal recovery effort, including staff and projects, needs to be considered. The
554 incident specifics will identify the need to use the Framework to guide recovery.

555 **Tracking/Reporting**

556 All recovery activities must be documented, tracked, and status reports will occur on a regular
557 basis and regular status reports to elected leaders should be provided to ensure progress towards
558 recovery priorities and goals is occurring.

559 Financial tracking/reimbursement

560 Tracking the cost of recovery is key to understanding the financial impacts and in planning for
561 potential future recovery needs from the current or new disaster situations.

562 **Close out**

563 Capturing the lessons learned, best practices, and development of plans based on recovery efforts
564 is critical to the ability to improve and build capability for future disasters.

565 **Community Considerations**

566 The Framework recognizes that a disaster may impact some segments of the population more
567 than others and the ability of a community to accelerate the recovery process begins with its
568 efforts in pre-disaster preparedness, mitigation and recovery planning. These efforts result in a
569 resilient community with an improved ability to withstand, respond to and recover from
570 disasters. The Framework describes key principles and steps for recovery planning and
571 implementation to meet the needs of the affected community members.

572 The Framework provides an effective, accessible, public information effort so that all
573 stakeholders understand the scope and the realities of recovery. The Framework provides
574 guidance to assure that recovery activities respect the civil rights and civil liberties of all

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575 populations and do not result in discrimination on account of race, color, national origin
576 (including limited English proficiency), religion, sex, age or disability.

577 The Framework is a concept of operations and as responsibilities, capabilities, policies and
578 resources expand or change, the Framework will be revised as needed to ensure that it continues
579 to provide a common and adaptable approach to disaster recovery.

580 **Community Engagement**

581 The community should be engaged through a variety of methods including but not limited to:

- 582 • Face to face meetings
- 583 • Written correspondence ie: letters, email, bulletins or social media ie: facebook, twitter,
584 or blogs, input forums (electronic and in person) or other methods identified as meeting
585 the needs of the community. Engagement should be initiated as soon as possible and
586 continue throughout the recovery process.

587 **Communications**

588 Communications is defined as the ability to exchange information via data, voice and video.
589 Recovery at all levels of government must have interoperable and seamless communications to
590 manage recovery operations, establish leadership, maintain situational awareness, and function
591 under a common operating picture for a broad spectrum of incidents.

592 **Common Operating Picture**

593 A common operating picture is established and maintained by the use of integrated systems for
594 communication, information management, intelligence and information sharing. This allows a
595 continuous update of data during recovery and provides a common framework that provides
596 communication across jurisdictions and disciplines.

597 A common operating picture accessible across jurisdictions and functional agencies should serve
598 the following purposes:

- 599 • Allow the LDRM and leadership at all levels to make effective, consistent decisions.
- 600 • Ensure consistency at all levels of recovery activities.

601 Critical aspects of a common operating picture are as follows:

Salt Lake County Disaster Recovery Framework

- 602 • Effective communications
- 603 • Information management
- 604 • Information and intelligence sharing

605 A common operating picture and systems interoperability provide the information necessary to
606 complete the following:

- 607 • Formulate and disseminate indications and warnings
- 608 • Formulate, execute, and communicate operational decisions
- 609 • Prepare for potential requirements and requests supporting recovery activities
- 610 • Develop and maintain overall awareness and understanding of recovery within and across
611 jurisdictions

612 A Disaster Recovery Coordination Center (DRCC) uses a combination of networks to
613 disseminate critical information that constitutes a common operating picture, including the
614 following:

- 615 • Indications and warnings
- 616 • Incident notifications
- 617 • Public communications
- 618 • Joint Information System (JIS)

619 Notifications are made to the appropriate jurisdictional levels and to private sector and
620 nongovernmental organizations through the mechanisms defined in the Recovery Framework,
621 Continuity of Operations Plans, and Emergency Operations Plans at all levels of government.

622 The types of communication used during recovery or in an incident or event will vary depending
623 on the complexity of the incident or event and consist of both internal communications and
624 external communications. They may cross a broad spectrum of methods such as:

625 ***Internal Communications***

- 626 • Landline
- 627 • Cellular phone
- 628 • Texting

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- 629 • Paging/notification
- 630 • 800 MHZ
- 631 • Internet/WebEOC/ESponder
- 632 • ARES / UCAT

633 ***External Communications***

- 634 • Landline
- 635 • Fax
- 636 • Cellular phone
- 637 • Text
- 638 • 800 MHZ
- 639 • Internet/WebEOC
- 640 • Joint Information System/Joint Information Center
- 641 • Emergency activation system
- 642 • Reverse 911
- 643 • Mayor's or Executive Public Information Officer/s
- 644 • Press releases
- 645 • News media
- 646 • Social Media
- 647 • Group Meetings and Face-to-Face

648 Agencies must plan for the effective and efficient use of information management technologies
649 such as computers and networks for the following purposes:

- 650 • Tie together all leadership, primary and supporting organizations involved in recovery
651 activities
- 652 • Enable these entities to share information critical to mission execution.

653 During pre-disaster recovery planning, entities responsible for taking appropriate pre-incident
654 actions use communications and information management processes and systems to inform and
655 guide various critical activities.

656 These actions include the following:

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- 657 • Mobilization or pre-deployment of resources

658 Strategic planning by:

- 659 • Preparedness organizations
660 • Multiagency coordination entities
661 • Agency executives
662 • Jurisdictional authorities
663 • Primary agency and supporting organization personnel

664 **Meetings/Coordination**

665 The recovery team or office must meet, whenever possible, on a regular basis as consistent with
666 recovery priority demands. For a recovery team this will most likely be weekly during the short
667 term and possibly monthly during the long-term recovery process. The Office of Regional
668 Development would most likely have daily meetings for short-term efforts transitioning to
669 weekly and eventually monthly meetings for long-term sustainment. Regular dedicated recovery
670 meetings are critical to coordination, information sharing, and direction on priorities and
671 expectations. The meetings serve as the venue for identification of dependencies and at times
672 resolution of competing priorities.

673 The meetings will be facilitated by the LDRM, with decisions and direction provided by the
674 LDRM or their designee. One of the key aspects of the regular meeting is to allow the RSF Lead
675 and their succession if appropriate, the opportunity to present updates, briefings, and request for
676 support to all of the primary recovery participants. Depending on the size of the recovery group,
677 it may be possible to include all leads and sub leads at every meeting or it may be necessary to
678 limit meetings to RSF Leaders. Each incident will be unique and over time the meeting
679 participants are likely to change.

680 The LDRM will serve or identify representatives of the Recovery Team/Office of Regional
681 Development to speak at meetings, to media, or in writing. The incident will dictate the
682 communications approach however, regular consistent messaging from the recovery leadership
683 to partners, survivors, and the broader community is critical to a well received and successful

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684 recovery. Communications should be a mix of in person sessions, email, press release/interviews,
685 and social media posting. This combination will reach the greatest number of interested parties.

686 There should be a tiered approach to information distribution starting with the most affected
687 persons followed by the least affected and eventually the general public.

688 Each recovery project should have a specific communication plan outlining how the (groups)
689 will be engaged and who from the team/office will speak for the topic.

690 **Funding**

691 The size and impact of the disaster will directly correlate with the available funding. County
692 departments will be forced to use established budgets to support aspects of recovery either
693 partially or completely, some of which may be reimbursed through disaster funding, but not all.
694 Much of this will be in the use of staff time.

695 Funding for long-term recovery is not as clearly defined as for response and short-term recovery
696 efforts therefore Salt Lake County will need to plan for potential recovery costs including
697 matches to grants prior to a disaster. Some points to consider when developing a funding strategy
698 prior to or during long-term recovery efforts include the following:

- 699 • Not all recovery efforts will be reimbursed (FEMA)
- 700 • Capital projects will be necessary. Existing ones may be postponed, cancelled, or
701 otherwise adjusted based on the incident.
- 702 • Staff will be reassigned to support recovery requiring adjustments of pre-incident work
703 plans.
- 704 • Grants will take time to apply for and obtain funding and often have very specific
705 compliance requirements limiting some flexibility of use.
- 706 • Donation of funding is often expected to be used for the community so use in county
707 recovery will be limited to specific projects for example a victim's memorial.
- 708 • Community donations are typically used for public support and not to fund county
709 efforts. (United way, disaster relief funds)
- 710 • During recovery an open mind to funding options is key. Grants take time to apply for
711 and be allocated.

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712 Regardless of whether Salt Lake County is granted a Presidential Declaration under the Stafford
713 Act, a number of Federal agencies such as the U.S Small Business Administration, the U.S.
714 Department of Agriculture, U.S. Army Corps of Engineers and the U.S. Department of Housing
715 and Urban Development maintain programs that can directly support the needs of impacted
716 communities.

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Salt Lake County Disaster Recovery Framework

717 **PLANNING**

718 The responsibility of preparing for disaster recovery begins with the individual and builds to the
719 larger responsibility of the community and local Government. Community planning efforts are
720 supported by local government, voluntary, faith-based and community organizations and
721 businesses. Both pre- and post-disaster recovery planning are critical to develop resilience and
722 achieve a successful and timely recovery.

723 **Planning Elements**

- 724 • Identify a process to organize and manage recovery and establish relationships among
725 stakeholders.
- 726 • Develop methods for prioritizing recovery decisions including land use considerations.

727 **Planning Considerations and Assumptions**

728 Identify and incorporate specific planning considerations such as:

- 729 • Wild/rural/urban interfaces.
- 730 • Floodplain management.
- 731 • Specific Hazard zones.
- 732 • Seismic areas.
- 733 • Historic and cultural properties, districts, landscapes, and traditional cultural properties.

734 Planning assumptions that are applicable to all recovery situations include but are not limited to:

- 735 • Areas will be impacted differently and require different recovery strategies/efforts.
- 736 • Depending on the incident, size, and impacts, recovery to the pre-incident conditions may
737 not be realistic, possible, or desirable. The recovery structure must be flexible and
738 scalable and the focus/priorities of recovery change over time.
- 739 • The engagement and/or support of the directly impacted community as well as the
740 broader community will be critical to a successful recovery. Input from the affected
741 residents, survivors, and/or greater community may be gathered but may not be
742 applicable to all areas of recovery. Communication with the affected survivors, residents,
743 and community is critical to build trust and support in the recovery process.

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- 744 • Geological, hydrological, or other physical factors of a disaster area may make the
745 concept of rebuilding too costly, risky, or otherwise unfeasible.
- 746 • Recovery efforts will include resilient and sustainable aspects whenever realistic or
747 possible.

748 **Hazards**

749 Salt Lake County is vulnerable to natural hazards and human caused disasters. Specifically,
750 flooding, wild fires, landslides, and the potential of a 7.0 magnitude earthquake along the
751 Wasatch Fault. The 2015 Salt Lake County Natural Hazards Mitigation Plan is published
752 separately and provides additional information on the potential natural and human caused
753 disasters.

754 Particularly in major disasters, the public looks to government at all levels for assistance through
755 all available means. In addition to the increased potential for disasters, a number of other factors
756 are also on the rise. These include property values, population growth and population density
757 within hazard vulnerable zones. This sets the stage for increased impact and economic
758 ramifications of catastrophic events.

759 **Hazard Analysis**

760 A disaster can occur at any time within the jurisdictions of Salt Lake County or any of its
761 municipalities. All areas of Salt Lake County are at risk for three types of events:

- 762 • Natural Disasters – Avalanche, drought, earthquake, epidemic, flood, landslide, tornado,
763 severe weather (rain, snow, wind, lightning, etc.), wildfires, etc.
- 764 • Technological Incidents – Airplane crash, dam failures, hazardous materials release,
765 power failure, radiological release, train derailment, urban conflagration, etc.
- 766 • Human-Caused Hazards - Transportation incidents involving hazardous substances,
767 major air and ground transportation accidents, civil disturbances, school violence,
768 terrorists or bomb threats, sabotage and conventional nuclear, biological, or chemical
769 attack, etc.

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770 **Hazard Assessment**

771 Salt Lake County has conducted an all-hazards assessment of potential vulnerabilities to the
772 county. This assessment will assist with prioritization and outlines a direction for planning
773 efforts. Salt Lake County recognizes that the pre-disaster mitigation plan serves to reduce the
774 region's vulnerability to natural hazards. The pre-disaster mitigation plan is intended to promote
775 sound public policy, expedite recovery, increase community resiliency, and protect or reduce the
776 vulnerability of the citizens, critical facilities, infrastructure, private property and the natural
777 environment within the region.

778 **Mitigation**

779 Based on the hazard analysis and hazard assessments, Salt Lake County has designed mitigation
780 activities to reduce or eliminate risks to persons or property and to lessen the actual or potential
781 effects or consequences of an incident. These mitigation activities are detailed in the 2015 Salt
782 Lake County Hazard Mitigation Plan. Mitigation activities may be implemented prior to, during,
783 or after an incident, as appropriate, and can be conducted at the federal, state, county, or local
784 level. This section outlines the mitigation activities at each level of government as they pertain
785 to the Salt Lake County mitigation strategy to reduce exposure to, probability of or potential loss
786 from hazards.

787 The Salt Lake County Hazard Mitigation Plan serves as the guideline for mitigation operations in
788 Salt Lake County. The plan is intended to promote sound public policy designed to protect
789 citizens, critical facilities, infrastructure, private property and the natural environment.

790 **Planning Activities**

791 Assessment

792 Identify hazards, assess risks and vulnerabilities

- 793 • Identify limitations in recovery capacity, and a means to supplement this capacity.
- 794 • Identify areas of potential financial challenges.

795 Communication and Outreach

- 796 • Develop a pre-disaster recovery planning process.

Salt Lake County Disaster Recovery Framework

- 797
- Develop outreach and communications strategies for post-disaster recovery.
- 798
- Ensure community participation and effective communications for underserved
- 799
- and disadvantaged populations including individuals with disabilities and the use
- 800
- of alternative communications formats and multiple languages.

801 Stakeholders

- 802
- Identify sectors of the community to participate in pre- and post-disaster recovery
- 803
- planning and coordination.

804 Partnerships

- 805
- Develop pre-disaster partnerships that ensure engagement of all potential
- 806
- resources, public and private sector agencies and stakeholders.

807 Guiding Principles and Recovery Priorities

- 808
- Establish the recovery decision making process.
- 809
- Establish how priorities are determined following a disaster.
- 810
- Incorporate sustainability into overall planning guidance.

811 Organizational Framework

- 812
- Establish clear leadership, coordination and decision making structures
- 813
- throughout.

814 Concept of Operations

- 815
- Establish the operational framework that is followed immediately after a disaster
- 816
- occurs.
- 817
- Establish maintenance procedures for updating pre- and post-disaster recovery
- 818
- plans.

Salt Lake County Disaster Recovery Framework

819 **Pre-disaster Recovery Planning**

820 Pre-disaster recovery planning incorporates local and regional comprehensive and community
821 development plans. Pre-disaster planning helps to identify recovery priorities and incorporate
822 hazard mitigation strategies and identify post-disaster options.

823 **Key Principles of Pre-Disaster Recovery Planning**

824 Establish a clear leadership, coordination and decision making structure and develop pre-disaster
825 partnerships.

- 826 • Identify and engage stakeholders including the general public, community leaders,
827 faith-based organizations, nonprofit organizations and private sector entities.
- 828 • Ensure community participation of historically underserved populations including
829 diverse racial and ethnic communities, individuals with disabilities and others with
830 access and functional needs, children, seniors, and individuals with limited English
831 proficiency.
- 832 • Conduct pre-and post-multi-hazard assessments, integrate pre-disaster recovery
833 planning (e.g., response, land use and hazard mitigation planning) with other
834 appropriate community planning (e.g., comprehensive, accessibility design and
835 capital improvement planning).
- 836 • Identify limitations in community recovery capacity and Identify resource
837 requirements.
- 838 • Incorporate sustainable development, including environmental, historic preservation
839 and financial elements, into recovery planning guidelines.
- 840 • Develop an accessible public information process that addresses the concerns and
841 meets the needs of the public.
- 842 • Prepare pre-disaster Memoranda of Understanding (M OUs) to establish early
843 partnerships, planning initiatives and expectations with stakeholders, community
844 faith- based organizations, nonprofit groups and private sector entities.
- 845 • Develop and implement recovery training and education to build recovery capacity
846 available to all stakeholders.
- 847 • Test and evaluate pre-disaster plans through seminars, workshops and exercises.

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848 **Post-disaster Recovery Planning**

849 Organizing and managing the recovery process allows a community to take advantage of the
850 opportunities created by recovery. Each community determines its process for post- disaster
851 recovery planning.

852 **Process for Post-Disaster Recovery Planning**

- 853 • Evaluate the conditions and needs after a disaster.
- 854 • Set recovery goals and objectives and measure progress
- 855 • Establish connectivity between mitigation, comprehensive and regional planning and
856 other policy positions
- 857 • Use a multi-hazard approach to develop the community post-disaster recovery plan.
- 858 • Identify priority recovery and redevelopment activities.

859 **Exercise**

- 860 • Test pre-disaster planning, preparation and staff capabilities using recovery exercises.
- 861 • Evaluate performance and revise pre-disaster recovery plans accordingly.

862 Organize recovery priorities and tasks through the use of a planning process to:

- 863 • Evaluate the conditions and needs after a disaster and identify resource requirements.
- 864 • Assess risk.
- 865 • Set goals and objectives.
- 866 • Identify opportunities to build future resilience through mitigation.
- 867 • Identify specific projects in areas of critical importance to the community's overall
868 recovery.
- 869 • Use a community-driven and locally managed process.
- 870 • Work collaboratively with all groups of people affected by the disaster. Ensure inclusion
871 and encourage participation of individuals and communities that may require alternative
872 and/or additional outreach support (e.g., racial/ethnic communities, individuals with
873 limited English proficiency, and people with disabilities).
- 874 • Ensure compliance with standards for sustainable and accessible design, alteration and
875 construction.

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- 876 • Integrate multi-hazard considerations into mitigation and preparedness activities.
- 877 • Build partnerships among local agencies and jurisdictions.
- 878 • Provide well-defined activities and outcomes — including schedules and milestones
- 879 aimed at achieving recovery.
- 880 • Develop tools and metrics for evaluating progress against set goals, objectives and
- 881 milestones.
- 882 • Develop the relationships and interagency cooperation that continues to serve the
- 883 recovery process once planning is complete.

884 **Post Disaster Planning Elements**

885 A post-disaster plan is a process that produces a document or series of documents for the disaster
886 which results in integrated recovery and reconstruction programs and actions.

887 The post-disaster recovery plan should include the following:

888 ***Assessment***

- 889 • Assess the need created by the disaster to determine where recovery issues are present
- 890 geographically by sector (e.g., housing, health care, infrastructure, environment,
- 891 economy).
- 892 • Determine areas of future risk and mitigation opportunities, such as reviewing past
- 893 mitigation activities for effectiveness and use as baseline for new recovery planning and
- 894 assessment needs.

895 ***Leadership***

- 896 • Identify an individual or group as well as supporting structures required to lead the
- 897 process in a manner that complies with all relevant laws, including civil rights laws.

898 ***Support***

- 899 • Coordinate with all community leaders to ensure participation and validity of the process.
- 900 • Identify outside resources, financial and technical, that provide support to the overall
- 901 recovery effort.

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902 ***Communication and Outreach***

- 903 • Establish an accessible process for exchanging information between the public and
904 leadership.
- 905 • Develop a communications map to ensure all sectors of the community are engaged in the
906 process.
- 907 • Use nontraditional communications outlets as needed to reach as much of the community
908 as possible to ensure effective communications for all participants, including individuals
909 with disabilities and individuals with limited English proficiency.

910 ***Existing Guidance Documents***

- 911 • Use mitigation, comprehensive and other community plans to guide the identification of
912 priority redevelopment and reconstruction.
- 913 • Work together to move recovery forward and build consensus.
- 914 • Continue to engage the community and reach out to new stakeholders.
- 915 • Identify and address conflict.

Salt Lake County Disaster Recovery Framework

916 **RECOVERY SUPPORT FUNCTIONS**

917 RSFs are required to have both strategic and detailed operational plans that include all
918 participating agencies and organizations, and engage the private sector and nongovernmental
919 organizations as appropriate. Departments and agencies will be expected to develop and
920 maintain standard operating procedures that outline specific responsibilities associated with these
921 roles. Each department or agency involved will create a list of responsibilities that will serve as
922 a guide for internal standard operating procedures.

923 **Recovery Support Functions**

- 924 • Community Planning and Capacity Building
- 925 • Economic
- 926 • Housing
- 927 • Health Services
- 928 • Social Services
- 929 • Infrastructure Systems
- 930 • Natural Resources
- 931 • Cultural Resources

932 **Mission Objectives**

933 The objective of the RSF is to facilitate the identification, coordination and delivery of Salt Lake
934 County assistance needed to supplement recovery resources and the efforts of the community, as
935 well as private and nonprofit sectors. An additional objective is to encourage investments and
936 contributions by the business community, individuals and voluntary, faith-based and community
937 organizations, accelerating the process of recovery, redevelopment and revitalization. Recovery
938 processes should be flexible, collaborative, and scalable and based on demonstrated recovery
939 needs.

940 **Skill Sets**

941 RSF staff may require different skill sets than those from agencies working under the ESF
942 structure. For example, the skills needed to provide disaster sheltering services under ESF #6 are
943 different than those necessary to address long-term housing solutions supported by the Housing
944 RSF.

Salt Lake County Disaster Recovery Framework

945 **Partnerships**

946 RSFs involve partners in the local, private, and nonprofit sectors not typically involved in
947 emergency support functions but critically needed in disaster recovery. These partners may
948 include public and private organizations that have experience with permanent housing financing,
949 economic development, advocacy for underserved populations and long-term community
950 planning.

951 **Time Spans**

952 ESFs typically operate within a time span of weeks and months, RSFs operational timeframe is
953 months to years. RSFs will likely activate before all ESFs demobilize and may coexist within the
954 same operation for a period of time. Neither ESFs nor RSFs have a predetermined point at
955 which they demobilize.

956 **Differences - RSFs and ESFs**

- 957
- 958 • The Recovery Support Function (RSF) structure coexists with and builds upon the
959 Emergency Support Functions (ESFs) under the Salt Lake County Emergency Operations
960 Plan (EOP). RSFs are different from ESFs in that they have different mission objectives,
961 partnerships, approaches, time spans and organizational structure; additionally, the
962 players and skill sets involved may be different.

962 **Relationship - ESFs and RSFs**

- 963
- 964 • Recovery operations begin at the same time as response activities and are established to
965 ensure that communities transitioning out of response are more capable of organizing and
966 planning for major reconstruction and redevelopment necessary for recovery.
 - 967 • As the level of response activities declines and recovery activities accelerate, there is
968 some overlap between the ESF and RSF missions, but as the ESF requirements diminish,
969 and the recovery issues take over, the RSFs assume residual ESF activities that are
970 associated with recovery. The Salt Lake County Coordinating Officer (CCO) determines
971 when a specific ESF is no longer required.
 - 972 • The Salt Lake County Disaster Recovery Framework addresses responsibilities
973 throughout the recovery process, including preparedness, mitigation and development
974 activities and includes addressing gaps in authorities and resources, as well as post-

Salt Lake County Disaster Recovery Framework

974 incident stabilization and recovery actions. The coordinator for each RSF provides
975 guidance and tools for recovery implementation.

976 **RSF Primary Agencies**

977 RSF Primary Agencies will participate in recovery planning and tasks as appropriate when
978 requested by the LDRM or RSF Coordinator. Table A

DRAFT

Salt Lake County Disaster Recovery Framework

979

Table A

980

Primary Salt Lake County Agencies

Recovery Support Function	Primary Salt Lake County Agencies	Primary Focus
Community Planning & Capacity Building	Planning and Development/ Township Services	Long-range and master plans, community planning, Land use ordinances, permitting, zoning
Economic	SLCo Economic Development	Assessment, re-development, business, tourism
Health Services	SLCo Health Department	Public Health system, environmental assessment/risk/guidance
Human Services	SLCo Human Services	Mental Health, housing, unmet needs, social systems, advocacy, personal property, coordination of VOADS
Infrastructure	SLCo Public Works	Utilities (public and private), flood control, engineering, Roadways/bridges, debris management
Housing	SLCo Community Resources & Development (CRD)	Housing programs, CDBG/grants
Natural Resources	SLCo Parks and Recreation	Environment – trails, rivers, parks, historical sites, memorial
Cultural Resources	SLCo Center for the Arts	Records, art, museums, theater, historical collections
Support	Executive Office	Legal, financial, communications, community connection, technical experts, elected officials
Critical Partners		Federal, State, municipal, private, business, NGO liaison and coordination of efforts

981

Salt Lake County Disaster Recovery Framework

Table B
Recovery Support Function Primary/Support Agencies Assignment Matrix

SALT LAKE COUNTY: Recovery Support Function P = Primary Agency S = Support Agency	RSF Community Planning and Capacity Building	RSF Economic	RSF Infrastructure Systems	RSF Health Services	RSF Social Services	RSF Housing	RSF Natural Resources	RSF Cultural Resources
American Red Cross								
Animal & Plant Health Inspection Services								
Animal Control Agencies								
Animal Welfare Organizations								
Association for Utah Community Health								
City/County School Districts								
Facilities Management								
Finance								
Hogle Zoo								
Kennels – Private Boarding								
Parks and Recreation								
Public Works Engineering								
Public Works Operations								
Questar								

Salt Lake County Disaster Recovery Framework

Table B
Recovery Support Function Primary/Support Agencies Assignment Matrix

SALT LAKE COUNTY: Recovery Support Function P = Primary Agency S = Support Agency	RSF Community Planning and Capacity Building	RSF Economic	RSF Infrastructure Systems	RSF Health Services	RSF Social Services	RSF Housing	RSF Natural Resources	RSF Cultural Resources
Salt Lake Metropolitan Medical Response System								
Salt Lake Valley Health Department								
SALT LAKE COUNTY Animal Services								
SALT LAKE COUNTY ARES								
SALT LAKE COUNTY Community & Resources Development								
SALT LAKE COUNTY Contracts and Procurement								
SALT LAKE COUNTY Department of Human Services								
SALT LAKE COUNTY Economic Development								
SALT LAKE COUNTY Emergency Management								
SALT LAKE COUNTY Information Services								
SALT LAKE COUNTY LEPC								
SALT LAKE COUNTY Mayor's Public Information Office								

Salt Lake County Disaster Recovery Framework

Table B
Recovery Support Function Primary/Support Agencies Assignment Matrix

SALT LAKE COUNTY: Recovery Support Function P = Primary Agency S = Support Agency	RSF Community Planning and Capacity Building	RSF Economic	RSF Infrastructure Systems	RSF Health Services	RSF Social Services	RSF Housing	RSF Natural Resources	RSF Cultural Resources
SALT LAKE COUNTY Planning & Development Services								
SALT LAKE COUNTY Public Works								
SALT LAKE COUNTY Solid Waste Management								
U of U Rocky Mtn Center for Occupational & Environmental Health								
Unified Fire Authority								
Unified Fire Authority Information Technology								
Unified Fire Authority Logistics								
Unified Police Department								
Unified Police Department Dispatch								
Utah Department of Agriculture & Food								
Utah Department of Health								
Utah DEQ								
Utah Division of Wildlife Resources								
Utah Emergency Animal Response Coalition								

Salt Lake County Disaster Recovery Framework

Table B
Recovery Support Function Primary/Support Agencies Assignment Matrix

SALT LAKE COUNTY: Recovery Support Function P = Primary Agency S = Support Agency	RSF Community Planning and Capacity	RSF Economic	RSF Infrastructure Systems	RSF Health Services	RSF Social Services	RSF Housing	RSF Natural Resources	RSF Cultural Resources
	Building							
Utah Highway Patrol Motor Carriers Division								
Utah Hospital Association								
Utah National Guard								
Utah OSHA								
Utah Power								
Utah SERC								
Valley Mental Health								
Veterinary Hospitals								
VOAD								

982

983

984 **FRAMEWORK AND ANNEX MAINTENANCE**

985 Salt Lake County Emergency Services is responsible for the overall maintenance (review and
986 update) of this Framework and for ensuring that changes and revisions are prepared, coordinated,
987 published and distributed. Each supporting annex describes the organization or agency
988 responsible for those documents.

989 This Framework and supporting annexes will be reviewed bi-annually and updated based on
990 deficiencies identified in simulated or actual use or due to organizational or technological
991 changes. All changes shall be recorded by Salt Lake County Emergency Services.

992 Revisions to the Framework will be forwarded to all organizations or agencies having assigned
993 responsibilities within the Framework and/or annexes. Contact names and telephone numbers
994 (for DRCC staff, departments, agencies, special facilities, schools, etc.) shall be maintained by
995 appropriate departments and agencies.

996 The Framework maintenance schedule provides a strategy to ensure that the entire Framework
997 including Annexes are reviewed bi-annually at a minimum and provides a recommended
998 timeframe for updating the Framework and Recovery Support Functions (RSF) and Annexes.
999 The entire plan must be revisited bi-annually.

1000 **Framework Multiyear Strategy**

1001 The Framework Multiyear Strategy includes the objectives and key strategies for developing and
1002 maintaining the Framework including the support for short- and long-term initiatives. The
1003 objectives, key strategies and short and long-term initiatives are summarized in Table D.

1004

Table C

1005

Framework Multiyear Strategy

Objectives		Key Strategies	
<ul style="list-style-type: none"> ▪ Ensure Salt Lake County is prepared to recover from any emergency or disaster. ▪ Protect essential facilities, equipment, records and other assets. ▪ Reduce or mitigate disruptions to operations. ▪ Reduce loss of life and minimize damage and losses. ▪ Achieve timely and orderly recovery from an emergency and resumption of full services. 		<ul style="list-style-type: none"> ▪ Develop a clear understanding of Salt Lake County Emergency Services’ current Disaster Recovery and Resilience Program. ▪ Develop regional recovery capabilities. 	
Initiatives		Critical Success Factors	
Short Term	<ul style="list-style-type: none"> ▪ Establish an effective ability to execute the Disaster Recovery Framework and Support Annexes. ▪ Continue to educate, train and exercise RSF primary and support agencies. 	<ul style="list-style-type: none"> ▪ Conduct training and exercises. 	
Long Term	<ul style="list-style-type: none"> ▪ Conduct training and tabletop exercises to reinforce knowledge of the Framework and Annexes. ▪ Perform bi-annual reviews of plans and assessments. ▪ Ensure compliance with the National Incident Management System. ▪ Standard operating procedures for RSFs and supporting annexes 	<ul style="list-style-type: none"> ▪ Coordinate framework, annexes, plans and procedures with local, state and federal agencies. 	

1006

1007

Table D

1008

Recovery Support Function and Annex Maintenance

1009

Title	Page	Revision	Date	Revised By (Name)
Recovery Support Function Annexes				
RSF Community Planning and Capacity Building				
RSF Economic				
RSF Housing				
RSF Health Services				
RSF Social Services				
RSF Infrastructure Systems				
RSF Natural Resources				
RSF Cultural Resources				
Support Annexes				
Recovery Support Function Annex				

1010

1011 **AUTHORITIES**

1012 Under the provisions of HSPD-5, the Secretary of Homeland Security is the principal federal
1013 official for domestic incident management.

1014 Federal Authorities

1015 Federal Civil Defense Act of 1950, (PL 81-950), as amended

1016 Disaster Relief Act of 1974, (PL 93-288) as amended.

1017 Title III, of the Superfund Amendments and Reauthorization Act of 1986, (SARA), (PL 100-
1018 700).

1019 Code of Federal Regulations (CFR), Title 44. Emergency Management and Assistance

1020 October 1, 2008

1021 The authorities under which this plan is developed include the following:

1022 State of Utah

1023 Title 63, Chapter 3, “State Emergency Management Act.”

1024 Salt Lake County

1025 Ordinance 2.86.010-120

1026 State of Utah, Emergency Operations Plan

1027 National Response Framework

1028 National Disaster Recovery Framework

- 1029 **SUPPORTING DOCUMENTS/PLANS**
- 1030 Salt Lake County Joint Information System/Center Standard Operating Procedures
- 1031 Salt Lake County Emergency Operations Plan
- 1032 Salt Lake County Hazard Mitigation Plan
- 1033 FEMA 501, National Incident Management System
- 1034 FEMA 501-3, NIMS Basic - Preparedness
- 1035 FEMA 501-7, NIMS Basic - Ongoing Management and Maintenance
- 1036 Comprehensive Preparedness Guide (CPG) 101 V2
- 1037 EMAP Standards

1038 **AGREEMENTS**

1039 Salt Lake County has entered into the Statewide Mutual Aid Act, 53-2-501 for Catastrophic

1040 Disaster Response and Recovery.

1041 Inter-local Agreement between Unified Fire Authority and Salt Lake County.

1042 **GLOSSARY**

1043 **All-Hazards:** Describes all incidents, natural or human-caused, that warrant action to protect
1044 life, property, environment, and public health or safety, and to minimize disruptions of
1045 government, social, or economic activities

1046 **County Coordinating Officer (CCO):** The CCO is assigned to coordinate county resource
1047 support activities and information sharing following a major county emergency event or disaster.
1048 The CCO is responsible for all EOC coordination of resources, programs, and ESF groups for
1049 affected jurisdictions, individual victims, and the private sector. CCO is responsible for
1050 preparation of ISP which would include identifying operational periods and for filling command
1051 and general staff positions as needed.

1052 **County Mayor:** Chief Executive Officer of the County

1053 **County Council:** The assembled elected leadership of the county

1054 **County Liaison Officer:** Point of contact for assisting and coordinating county agencies. The
1055 Liaison Officer should establish relationships with county agencies and be able to communicate
1056 information effectively with them.

1057 **Disaster Recovery Coordination Center (DRCC):** Serves as the focal point between cities,
1058 towns, townships, communities, state and federal for disaster recovery coordination.

1059 **Disaster Recovery Framework (Framework):** Overview of Salt Lake County’s disaster
1060 recovery organization and policies. It cites the legal authority for recovery operations,
1061 summarizes the situations addressed by the Framework, explains the general concept of
1062 operations and assigns responsibilities for recovery planning and operations.

1063 **Emergency Management:** The preparation for, the mitigation of, the response to, and the
1064 recovery from emergencies and disasters. Specific emergency management responsibilities
1065 include, but are not limited to the following:

- 1066 • Reduction of vulnerability of people and communities of this state to damage, injury, and
1067 loss of life and property resulting from natural, technological, or human-caused
1068 emergencies or hostile military or paramilitary action

- 1069 • Preparation for prompt and efficient response and recovery to protect lives and property
1070 affected by emergencies
- 1071 • Response to emergencies using all systems, plans, and resources necessary to preserve
1072 adequately the health, safety, and welfare of persons or property affected by the
1073 emergency

1074 **Emergency Manager:** The Fire Chief of the Unified Fire Authority is designated as the Salt
1075 Lake County Emergency Manager and has the responsibility of overseeing county emergency
1076 management programs, planning and activities, as well as coordinating all aspects of the
1077 county’s mitigation, preparedness, and response capabilities. The Emergency Manager directs all
1078 county EOC coordination before, during and after an emergency.

1079 **Emergency Management Assistance Compact (EMAC):** A congressionally ratified
1080 organization that provides form and structure to interstate mutual aid. Through EMAC, a
1081 disaster-affected state can request and receive assistance from other member States quickly and
1082 efficiently, resolving two key issues up front: liability and reimbursement.

1083 **Emergency Coordination Center (ECC):** A designated site from which public, private or
1084 voluntary agency officials can coordinate emergency operations in support of on-scene
1085 responders.

1086 **Emergency Operations Plan (EOP):** Overview of Salt Lake County’s emergency response
1087 organization and policies. It cites the legal authority for emergency operations, summarizes the
1088 situations addressed by the EOP, explains the general concept of operations and assigns
1089 responsibilities for emergency planning and operations.

1090 **Emergency Services:** A program within the Office of Regional Development responsible for:

- 1091 • Recovery from disasters by providing for the rapid and orderly start of restoration and
1092 rehabilitation of persons and property affected by disasters.
- 1093 • Continuity of Operations and resiliency.
- 1094 • Salt Lake County employee preparedness.

1095 **Emergency Support Function (ESF):** A functional emergency management responsibility
1096 established to facilitate assistance required during mitigation, preparedness, response, and
1097 recovery to save lives, protect health and property, and maintain public safety.

1098 **Emergency Support Function (ESF):** Assignment Matrix: Organizational grouping of all
1099 primary and support ESF agencies.

1100 **Emergency Support Function (ESF) Coordinator:** The primary ESF coordinator is the entity
1101 with management oversight for that particular ESF. The coordinator has ongoing responsibilities
1102 throughout the preparedness, response and recovery phases of incident management.

1103 Responsibilities of the ESF coordinator include:

- 1104 • Coordination before, during, and after an incident, including pre-incident planning and
1105 coordination
- 1106 • Maintaining ongoing contact with ESF primary and support agencies
- 1107 • Conducting periodic ESF meetings and conference calls
- 1108 • Coordinating efforts with corresponding private-sector organizations
- 1109 • Coordinating ESF activities relating to catastrophic incident planning and critical
1110 infrastructure preparedness, as appropriate

1111 **Emergency Support Function (ESF) Primary Agency:** Agency assigned primary
1112 responsibility to manage and coordinate a specific ESF. Primary agencies are designated based
1113 on their having the most authorities, resources, capabilities or expertise relative to
1114 accomplishment of the specific emergency support function.

1115 **Emergency Support Function (ESF) Support Agency:** Entities with specific capabilities or
1116 resources that support the primary agency in executing the mission of the ESF.

1117 **Federal Emergency Management Agency (FEMA):** Agency of the U.S. government tasked
1118 with disaster mitigation, preparedness, response and recovery planning.

1119 **Finance/Administration Section:** Responsible for tracking incident costs and reimbursement
1120 accounting.

1121 **Homeland Security Presidential Directive (HSPD) 5:** Enhances the ability of the United States
1122 to manage domestic incidents by establishing a single, comprehensive National Incident
1123 Management System.

1124 **Incident Command System (ICS):** An all-hazard, on-scene functional management system that
1125 establishes common standards in organization, terminology and procedures.

1126 **Incident Support Plan (ISP):** Incident Support Plan (ISP): The ISP includes the overall incident
1127 objectives and strategies established by the Emergency Manager for EOC operations. The
1128 Planning Section is responsible for developing and documenting the ISP.

1129 **Joint Information Center (JIC):** The primary location for the coordination of media relations
1130 located in or near the Emergency Operations Center.

1131 **Joint Information System (JIS):** Provides the public with timely and accurate incident
1132 information and unified public messages. This system employs Joint Information Centers and
1133 brings incident communicators together during an incident to develop, coordinate and deliver a
1134 unified message. This will ensure that federal, state, and local levels of government are releasing
1135 the same information during an incident.

1136 **Local Disaster Recovery Manager (LDRM):** Leads recovery, represents county leadership in
1137 the community, and provides policy direction to the Recovery Team/Office of Regional
1138 Development.

1139 **Local Government:** Local municipal governments, the school board and other government
1140 authorities created under county or municipal legislation.

1141 **Local Nonprofits:** Nonprofit agencies active in providing local community services that can
1142 either provide assistance during an emergency or would require assistance to continue providing
1143 their service to the community. United Way Agencies are an example of local nonprofits under
1144 this category.

1145 **Logistics Section:** Provides facilities, services and materials, including personnel to operate the
1146 requested equipment for the incident support.

1147 **Municipality:** Legally constituted municipalities are authorized and encouraged to create
1148 municipal emergency management programs. Municipal emergency management programs
1149 shall coordinate their activities with those of the county emergency management agency.
1150 Municipalities without emergency management programs shall be served by their respective
1151 county agencies. If a municipality elects to establish an emergency management program, it
1152 must comply with all laws, rules and requirements applicable to county emergency management
1153 agencies. Each municipal Emergency Operations Plan must be consistent with and subject to the
1154 applicable county Emergency Operations Plan. In addition, each municipality must coordinate
1155 requests for state or federal emergency response assistance with its county. This requirement
1156 does not apply to requests for reimbursement under federal public disaster assistance programs.

1157 **National Incident Management System (NIMS):** A systematic, proactive approach to guide
1158 departments and agencies at all levels of government, nongovernmental organizations, and the
1159 private sector to work seamlessly to prevent, protect against, respond to, recover from, and
1160 mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to
1161 reduce the loss of life and property and harm to the environment.

1162 **National Response Framework:** The guiding principles that enable all response partners to
1163 prepare for and provide a unified national response to disasters and emergencies. It establishes a
1164 comprehensive, national, all-hazards approach to domestic incident response.

1165 **Office of Regional Development:** Department under the direction of the Salt Lake County
1166 Mayor responsible for coordinating recovery activities the establishment of the Disaster
1167 Recovery Coordination Center and the designation of the Local Disaster Recovery Manager.

1168 **Operations Section:** Directs and coordinates all operations and assists the emergency
1169 management bureau chief in development of incident operations.

1170 **Planning Section:** Responsible for the collection, evaluation, dissemination and use of
1171 information about the development of the incident and status of resources.

1172 **Policy Group:** Consists of executive decision-makers that are needed to collaborate to manage
1173 the consequences of the disaster. This group makes critical strategic decisions to manage the
1174 emergency.

1175 **Policy Group Liaison:** Individual assigned to act as liaison to coordinate county policy group
1176 and readiness and decision making processes. Effectively communicate executive level concerns
1177 and decisions during emergency operational periods to and from the County Coordinating
1178 Officer.

1179 **Public Information:** Emergency information that is gathered, prepared, and coordinated for
1180 dissemination during a disaster or major event.

1181 **Recovery Team (RT):** A team of Salt Lake County employees and/or regional partners
1182 identified to support, manage, facilitate, or leads recovery in addition to their regular work.

1183 **Recovery Support Function (RSF):** Identify, coordinate and deliver assistance needed to
1184 supplement recovery operations, activities and resources. RSFs are eight groupings of core
1185 recovery capabilities that provide a structure to facilitate problem solving, improve access to
1186 resources, and foster coordination among local agencies, nongovernmental partners and
1187 stakeholders.

1188 **Recovery Support Function Primary Agency:** Agency assigned primary responsibility to
1189 manage and coordinate a specific RSF. Primary agencies are designated based on their having
1190 the most authorities, resources, capabilities or expertise relative to accomplishment of the
1191 specific recovery support function.

1192 **Recovery Support Function Supporting Agencies and Organizations:** Entities with specific
1193 capabilities or resources that support the primary agency in executing the mission of the RSF.

1194 **Safety/Security:** Safety/security is monitored and measures are developed for ensuring a safe
1195 and secure environment in which to run emergency operations.

1196 **State Liaison:** Individual appointed by the Utah Division of Emergency Management to act as
1197 liaison during emergency periods to coordinate state actions for providing effective coordination
1198 and communications during the event.

1199 **Standard Operating Procedures (SOPs):** States in general terms what the guideline is expected
1200 to accomplish.

- 1201 **ACRONYMS**
- 1202 ARES – Amateur Radio Emergency Service
- 1203 COG – Continuity of Government
- 1204 CFR – Code of Federal Regulations
- 1205 COOP – Continuity of Operations
- 1206 DEM – Division of Emergency Management
- 1207 DRCC – Disaster Recovery Coordination Center
- 1208 EMAC – Emergency Management Assistance Compact
- 1209 EMS – Emergency Medical Service
- 1210 EOC - Emergency Operations Center
- 1211 EOP - Emergency Operations Plan
- 1212 ESF - Emergency Support Function
- 1213 FEMA - Federal Emergency Management Agency
- 1214 HAZMAT - Hazardous Materials
- 1215 HSPD – Homeland Security Presidential Directive
- 1216 ICS - Incident Command System
- 1217 ICP - Incident Command Post
- 1218 ISP - Incident Support Plan
- 1219 JIC - Joint Information Center
- 1220 JIS – Joint Information System
- 1221 LDRM – Local Disaster Recovery Manager

- 1222 NIMS – National Incident Management System
- 1223 NDRF – National Disaster Recovery Framework
- 1224 NRF – National Response Framework
- 1225 SARA – Superfund Amendment and Reauthorization Act
- 1226 Salt Lake County – Salt Lake County
- 1227 SOP – Standard Operating Procedures
- 1228 TRAX – Light Rail System
- 1229 VECC – Valley Emergency Communications Center

Annexes



OFFICE OF REGIONAL DEVELOPMENT | DIVISION OF EMERGENCY SERVICES

ANNEXES – Salt Lake County Disaster Recovery Framework

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ANNEXES – Salt Lake County Disaster Recovery Framework

ANNEX I - RECOVERY SUPPORT FUNCTIONS

RSFs are required to have both strategic and detailed operational plans that include all participating agencies and organizations, and engage the private sector and nongovernmental organizations as appropriate. Departments and agencies will be expected to develop and maintain standard operating procedures that outline specific responsibilities associated with these roles. Each department or agency involved will create a list of responsibilities that will serve as a guide for internal standard operating procedures.

Mission and Expected Outcomes

The Recovery Support Functions (RSFs) comprise the Salt Lake County Disaster Recovery Framework's coordinating structure for key functional areas of assistance. Their purpose is to support local governments and communities by facilitating problem solving, improving access to resources and by fostering coordination among government agencies, nongovernmental partners and stakeholders.

The Recovery Support Functions created within the Salt Lake County Disaster Recovery Framework bring together the core recovery capabilities of local government departments and agencies and other supporting organizations — including those not active in emergency response — to focus on community recovery needs. The Recovery Support Functions are organized into eight manageable components and through the Recovery Support Functions, relevant stakeholders and experts are brought together during steady-state planning and when activated post-disaster to identify and resolve recovery challenges. Recovery Support Functions and stakeholders organize and request assistance and/or contribute resources and solutions. Recovery Support Functions help facilitate local stakeholder participation and promote intergovernmental and public-private partnerships.

The objective of the Recovery Support Functions is to facilitate the identification, coordination and delivery of local government assistance needed to supplement recovery resources and efforts, and coordinate assistance from private and nonprofit sectors. An additional objective is to encourage and complement investments and contributions by the business community,

ANNEXES – Salt Lake County Disaster Recovery Framework

- 28 individuals and voluntary, faith-based and community organizations. Recovery Support
29 Functions activities assist communities with accelerating the process of recovery, redevelopment
30 and revitalization.

ANNEXES – Salt Lake County Disaster Recovery Framework

31 RSF Roles and Responsibilities

32 Each Recovery Support Function (RSF) has a designated primary agency along with support
33 agencies and supporting organizations with programs relevant to the functional area.

34 The *primary agency*, with the assistance of Salt Lake County Emergency Services, provides leadership,
35 coordination and oversight for that particular RSF. Throughout the preparedness, response and recovery
36 phases, the primary agency ensures ongoing communication and coordination between the support
37 agencies and supporting organizations, and between County agencies and corresponding local and
38 nonprofit and private sector organizations. When primary agencies are activated to lead an RSF, support
39 agencies and supporting organizations are expected to be responsive to RSF-related communication and
40 coordination needs.

41 During post-disaster operations, the RSF primary agencies, report to the LDRM and lead their
42 respective RSF members to facilitate the identification, coordination and delivery of assistance
43 needed to supplement recovery resources. RSF staff deployed to the field report to and are
44 coordinated by the LDRM.

45 The *primary agency* is a County agency with significant authorities, roles, resources or
46 capabilities for a particular function within an RSF. Primary agencies orchestrate County support
47 within their functional area for an affected area and may lead interagency field assessment or
48 support teams as necessary.

49 *Support Agencies and supporting organizations* are those entities with specific capabilities or
50 resources that support the primary agency in executing the mission of the RSF. RSF agencies
51 provide assistance when requested by the Salt Lake County Local Disaster Recovery Manager
52 (LDRM) or the designated RSF coordinator, consistent with their authority and resources, or as
53 directed pursuant to this Framework.

54 Scalability and Adaptability

55 The Recovery Support Function (RSF) coordinating structure is scalable and adaptable to meet
56 different levels and types of needs, as well as specific recovery requirements of small, large or
57 catastrophic incidents. Each of the eight RSFs has a pre-designated coordinating agency that

ANNEXES – Salt Lake County Disaster Recovery Framework

58 works with the LDRM to promote communication and collaboration among its members. This
59 tiered leadership structure helps to accommodate the rapid surge of resources that may be needed
60 to assist in large-scale or catastrophic incidents. Resources are organized into a number of field
61 teams led by the most appropriate primary agencies. Each team is comprised of departments or
62 agencies that have the appropriate authority, expertise and resources. Based on assessments and
63 incident demands, only the RSFs that are needed deploy.

64 Partnership and Inclusiveness

65 Salt Lake County Government uses an inclusive process to ensure coordination with local
66 elected officials to identify priorities for the application of resources. Annexes to the Salt Lake
67 County Disaster Recovery Framework for each RSF outline in more detail how RSFs ensure
68 cost-effective and efficient delivery of assistance.

69 The RSFs identify underserved populations and coordinate with Voluntary Agency Liaisons and
70 other local offices, bureaus and programs when necessary. LDRMs, through the RSFs,
71 collaborate with these organizations to ensure that programs are culturally appropriate and that
72 at-risk populations and their needs are identified.

73 LDRMs and RSFs strive to ensure services reach those who need them most; for equitable
74 distribution of resources; and for recovery programs appropriate for the socio-economic and
75 cultural makeup of the community.

76 Overview of RSF Mission and Objectives

77 The mission and objectives of each of the eight Recovery Support Functions (RSFs) are specified
78 in the following pages. The agencies participating in each RSF collaboratively develop
79 operational guidance for use in recovery preparedness and disaster recovery operations. RSFs
80 operate under the leadership of the LDRM. The LDRM manages and coordinates the RSF
81 activities when there is a large-scale or catastrophic incident. Their purpose is to provide support
82 by facilitating problem solving, improving access to resources, integrating principles of
83 resiliency, sustainability and mitigation and fostering coordination among local agencies,
84 nongovernmental partners and stakeholders.

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85 RSFs develop guidance and standard operating procedures to support community recovery. Each
86 RSF identifies relevant statutory and/or regulatory programs, potential capabilities and/or
87 limiting factors pertaining to recovery support for their functional area of assistance. RSFs
88 provide a forum for interagency coordination, information sharing and exchange of effective
89 practices. RSFs may also support planning, preparedness, education, training and outreach
90 efforts to enhance capabilities for recovery. Each RSF works with partners to identify critical
91 facilities and ensure considerations are made to reduce risk pre- and post-disaster.

92 The following pages outline the key aspects of the eight RSFs. They identify the coordinating
93 and primary agencies as well as the support agencies and supporting organizations associated
94 with each RSF. The mission and function of each RSF is also explained. Key pre- and post-
95 disaster activities as well as expected outcomes are highlighted for each RSF.

96 RSF: COMMUNITY PLANNING AND CAPACITY BUILDING

97

98 Primary Agencies, Support Agencies and Organizations – Table 1

99 Mission

100 Build recovery capacities and community planning resources needed to effectively plan for,
101 manage and implement disaster recovery activities in large, unique or catastrophic incidents.

102 Function

103 Effectively plan and implement disaster recovery activities, engaging the whole community to
104 achieve their objectives and increase resilience. Coordinate expertise and assistance programs.
105 Ensure recovery planning and activities are consistent with community master plans and long
106 range planning goals. Assist in developing pre- and post-disaster plans, and integrate hazard
107 mitigation throughout. Involve nongovernmental and private sector resources into public sector
108 recovery planning.

109 Outcomes

110 Provide expertise to ensure:

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- 111 • Enhanced interagency coordination of resources, requirements and support for building
112 community capacity and community recovery planning.
- 113 • Increase community self-reliance and adaptability.
- 114 • Hazard mitigation and risk reduction opportunities have been integrated into all major
115 decisions and reinvestments during the recovery process.
- 116 • Ensures a more effective and efficient use of government, nongovernmental and private
117 sector funds.
- 118 • Improve effective decision making and management.
- 119 • Incorporate socioeconomic, demographic, risk assessment, vulnerable populations and
120 other important information.
- 121 • Increase community-wide support and understanding of sustainability and resiliency
122 principles.

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123 Pre-Disaster

- 124 • Identify and resolve the outstanding government agency programs and policy issues that
125 present ongoing barriers or challenges for community planning.
- 126 • Identify existing programs that build leadership capacity, community member
127 involvement, partnerships and education on disaster preparedness for recovery.
- 128 • Identify programs and plans can be leveraged to assist communities to prepare for, plan
129 and manage disaster recovery. (e.g. comprehensive plans, land use plans, economic
130 development plans, affordable housing plans, zoning ordinances and other development
131 regulations.)
- 132 • Identify elements of the mitigation plan that affect recovery. Perform a risk analysis to
133 support mitigation measures.
- 134 • Identify mitigation, recovery and other pre-disaster plans and activities which are
135 integrated into existing plans. Identify partnerships with others such as extension
136 programs, universities, national professional associations, and nongovernmental
137 organizations, which provide resources to communities after a disaster.

138 Post-Disaster

- 139 • Ensure ongoing dialogue and information sharing throughout the recovery process.
- 140 • Identify the disaster’s effects on local government in the impacted area.
- 141 • Coordinate the provision of resources for recovery planning in a variety functional areas
142 (e.g., city Management, financial management, hazard mitigation and risk assessment,
143 damage assessment, building inspection and permitting);
- 144 • Develop technical assistance teams for impacted communities, and, integrate agency
145 resources and other RSFs.
- 146 • Identify and resolve gaps and conflicts in local planning requirements and assistance
147 programs, Integrate hazard mitigation and sustainability principles in recovery planning
148 efforts.
- 149 • Coordinate community assistance to individuals and families.

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- 150 • Involve affected stakeholders, including vulnerable populations and persons with
151 disabilities, and individuals with limited English proficiency into the public sector
152 recovery plans and decision making process.
- 153 • Integrate sustainability principles, such as adaptive re-use of historic properties,
154 mitigation considerations, smart growth principles and sound land use into recovery.

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155 Tasks

- 156 • Task – Identify and integrate existing mitigation, recovery and other pre-disaster plans
- 157 and activities into local, County, and community-wide planning and development
- 158 activities. Include land use plans, economic development plans, affordable housing plans,
- 159 zoning ordinances and other development plans and regulations.
- 160 • Task – Coordinate the integration of nongovernmental and private sector plans and
- 161 resources into public sector recovery planning processes.
- 162 • Task – Develop a plan that integrates with existing mitigation, response, recovery and
- 163 other pre-disaster plans and activities.

164 Table 1 – CPCB Primary Agencies, Support Agencies and Organizations

165 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Planning and Development/Township Township Services			

166

167 Support Agencies and Organizations

Support Agencies/Organization	Contact Name	Contact Phone	Contact Email
Community Resources and Development			
Business and Economic Development Criminal Justice Services			

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Department of Community Services			
Department of Human Services			
Department of Public Works			
Emergency Services			
Salt Lake County Health Department			

168

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169 RSF: ECONOMIC

170 Primary Agencies, Support Agencies and Organizations – Table 2

171 Mission

172 Integrate the expertise of local government and the private sector to sustain and/or rebuild
173 businesses and employment, and develop economic opportunities that result in sustainable and
174 economically resilient communities after large-scale and catastrophic incidents.

175 Function

176 Facilitate the restoration of economic and business activities (including agricultural) to a state of
177 health. Develop new economic opportunities, quickly adapt to changed market conditions,
178 reopen businesses and/or establish new businesses.

179 Facilitate, enable, and leverage local resources. Ensure the most effective use and compliance
180 with all applicable laws and regulations. Provide coordination of local recovery programs and
181 their integration with private sector efforts including those of nongovernmental and private
182 volunteer organizations, nonprofits, investment capital firms and the banking industry.

183 Facilitate the progression from direct financial assistance to community self-sustainment. Work
184 closely with local community leadership and direct long-term economic recovery efforts. Engage
185 in pre-disaster community planning including mitigation actions to increase community
186 resilience.

187 Outcomes

- 188 • Workforce development initiatives are in place and jobs are created and retained.
- 189 • Entrepreneurial and business development initiatives are in place.
- 190 • Community-wide economic development plans are developed with broad input and
191 consideration for regional economic recovery and resiliency.
- 192 • Develop strategies for reopening businesses and/or establishing new businesses.

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- 193 • Ensure the most effective use of local funds and that funds are withheld when
194 discrimination on the basis of race, color, national origin, religion, sex, age, or disability
195 are present.
- 196 • Provide needed information to enable the public and private sector to make informed
197 decisions about recovery.

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198 Pre-Disaster

- 199 • Identify the statutory, regulatory and policy issues that contribute to gaps, inconsistencies
200 and unmet needs in economic recovery.
- 201 • Provide solutions to address preparedness, mitigation and resilience issues before a
202 disaster strikes including comprehensive land use plans, policies and ordinances.
- 203 • Identify community and economic development programs that facilitate recovery efforts.
- 204 • Identify initiatives and incentives that facilitate the integration of local efforts and
205 resources with private capital and the business sector.

206 Post-Disaster

- 207 • Apply and integrate pre-disaster plans and programs. Leverage resources and available
208 programs to meet recovery needs while integrating with the private sector.
- 209 • Develop an interagency action plan to ensure coordination of all agencies and
210 stakeholders.
- 211 • Incorporate mitigation measures into redevelopment to minimize future risk.
- 212 • Provide technical assistance and data related to economic development.
- 213 • Maintain communications throughout the recovery process.
- 214 • Engage in workforce development and vocational rehabilitation programs.

215 Tasks

- 216 • **Task** – Identify existing programs and economic opportunities that result in sustainable
217 and economically resilient communities. Identify statutory, regulatory and policy issues
218 that contribute to gaps, inconsistencies and unmet needs in economic recovery.
- 219 • **Task** – Develop solutions to address preparedness, mitigation and resilience issues before
220 a disaster strikes and that will facilitate the return of economic and business activities
221 (including agricultural) to a state of health
- 222 • **Task** – Develop a plan that integrates with existing mitigation, response, recovery and
223 other pre-disaster plans and activities.

224

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225 Table 2 – Economic - Primary Agencies, Support Agencies and Organizations

226 Primary Agency

Primary Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County			
Business and Economic Development			

227

228 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Archives			
Center for the Arts			
Clark Planetarium			
Contracts and Procurement			
Department of Administrative Services			
Department of Community Services			
Department of Public Works			
Emergency Services			
Human Resources			
Planning and Development Services			
Townships			
Zoo, Arts, and Parks			

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229

230 RSF: HEALTH SERVICES

231 Primary Agencies, Support Agencies and Organizations – Table 3

232 Mission

233 The Health and Social Services RSF mission is to lead recovery efforts in the restoration of the
234 public health and health care services networks to promote the resilience, health and well-being
235 of affected individuals and communities.

236 Function

237 The core recovery capability for health services is the ability to restore and improve health
238 services networks, and promote the resilience, health, independence and well-being of the whole
239 community. For the purposes of this RSF, the use of the term health will refer to and include
240 public health, behavioral health and medical services. This Annex establishes (1) a focal point
241 for coordinating recovery efforts specifically for health service needs; and, (2) an operational
242 framework outlining how local agencies plan to support health services recovery efforts and
243 planning for the transition from response to recovery in close collaboration with ESFs #3, #6, #8
244 and #11.

245 This Annex is flexible and can adjust during a disaster as needed.

246 Outcomes

- 247 • Restore the capacity and resilience of essential health services to meet ongoing and
248 emerging community needs.
- 249 • Encourage behavioral health systems to meet the needs of affected individuals, response
250 and recovery workers, and the community.
- 251 • Promote self-sufficiency and continuity of the health and well-being of affected
252 individuals; particularly the needs of children, seniors, people living with disabilities
253 whose members may have additional functional needs, people from diverse origins,
254 people with limited English proficiency, and underserved populations.

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- 255 • Assist in the continuity of essential health services.
- 256 • Reconnect displaced populations with essential health services.
- 257 • Provide clear and accurate public health messaging and information.

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258 Pre-Disaster

- 259 • Identify strategies that address recovery issues for health and behavioral health services –
260 particularly the needs of response and recovery workers, children, seniors, people living
261 with disabilities, people with functional needs, people from diverse cultural origins, and
262 people with limited English proficiency and underserved populations?
- 263 • Incorporate principles of sustainability, resilience and mitigation into preparedness,
264 operational and response plans.

265 Post-Disaster

- 266 • Identify and mitigate potential recovery obstacles during the response phase.
- 267 • Leverage response, emergency protection measures and hazard mitigation resources
268 during the response phase to expedite recovery.
- 269 • Provide technical assistance in the form of impact analyses and support recovery
270 planning of public health and health-care services.
- 271 • Conduct Health Services assessments and activities with primary agencies.
- 272 • Establish communication and information-sharing with stakeholders and the community.
- 273 • Coordinate and leverage applicable resources.
- 274 • Develop and implement a plan to transition from recovery operations back to a steady-
275 state.
- 276 • Identify and coordinate with other local partners to assess food, animal, water and air
277 conditions.

278 Tasks

- 279 • **Task** – Identify current programs and capabilities and develop solutions for addressing
280 health and behavioral health services – particularly the needs of response and recovery
281 workers, children, seniors, people living with disabilities, people with functional needs,
282 people from diverse cultural origins and people with limited English proficiency and
283 underserved populations.
- 284 • **Task** – Develop a plan that integrates with existing mitigation, response, recovery and
285 other pre-disaster plans and activities.

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286 Table 3 – Health Services - Primary Agencies, Support Agencies and Organizations

287 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Health Department			

288

289 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Salt Lake County Department of Human Services			
Aging Services			
Behavioral Health Services			
Mental Health Services			
Youth Services			
Criminal Justice Services			
Emergency Services			
American Red Cross/VOAD			

290

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291 RSF: SOCIAL SERVICES

292 Primary Agencies, Support Agencies and Organizations – Table 4

293 Mission

294 The Social Services RSF mission is to lead recovery efforts in the restoration of the social
295 services networks to promote the resilience and well-being of affected individuals and
296 communities.

297 Function

298 The core recovery capability for health and social services is the ability to restore and improve
299 health and social services networks, and promote the resilience, health, independence and well -
300 being of the whole community. This Annex establishes (1) a focal point for coordinating
301 recovery efforts specifically for social service needs; and, (2) an operational framework outlining
302 how local agencies plan to support social services recovery efforts and planning for the transition
303 from response to recovery in close collaboration with ESFs #3, #6, #8 and #11.

304 This Annex is flexible and can adjust during a disaster as needed.

305 Outcomes

- 306 • Restore the capacity, resilience and continuity of essential social services to meet
307 ongoing and emerging community needs.
- 308 • Promote self-sufficiency and continuity of the health and well-being of affected
309 individuals; particularly the needs of children, seniors, people living with disabilities
310 whose members may have additional functional needs, people from diverse origins,
311 people with limited English proficiency, and underserved populations.
- 312 • Reconnect displaced populations with essential social services.
- 313 • Provide clear and accurate social services messaging and information

314 Pre-Disaster

- 315 • Identify strategies that address recovery issues for social services – particularly the needs
316 of response and recovery workers, children, seniors, people living with disabilities,

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- 317 people with functional needs, people from diverse cultural origins, and people with
318 limited English proficiency and underserved populations.
- 319 • Incorporate principles of sustainability, resilience and mitigation into preparedness,
320 operational and response plans.
- 321

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322 Post-Disaster

- 323 • Identify and mitigate potential recovery obstacles during the response phase.
- 324 • Leverage response, emergency protection measures and hazard mitigation resources
- 325 during the response phase to expedite recovery.
- 326 • Provide technical assistance in the form of impact analyses and support recovery
- 327 planning of social and human services.
- 328 • Conduct Social Services assessments and activities with primary agencies.
- 329 • Establish communication and information-sharing with stakeholders and the community.
- 330 • Coordinate and leverage applicable resources.
- 331 • Develop and implement a plan to transition from recovery operations back to a steady-
- 332 state.
- 333 • Identify and coordinate with other local partners to assess food, animal, water and air
- 334 conditions.

335 Tasks

- 336 • **Task** – Identify current programs and capabilities social services – particularly the needs
- 337 of children, seniors, people living with disabilities, people with functional needs, people
- 338 from diverse cultural origins and people with limited English proficiency and
- 339 underserved populations.
- 340 • **Task** – Develop a plan that integrates with existing mitigation, response, recovery and
- 341 other pre-disaster plans and activities.

342 **Table 4 –Social Services - Primary Agencies, Support Agencies and Organizations**

343 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Department of Human Services			

ANNEXES – Salt Lake County Disaster Recovery Framework

344

345 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Aging Services			
Behavioral Health Services			
Mental Health Services			
Youth Services			
Criminal Justice Services			
Emergency Services			
American Red Cross			
VOAD			

346

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347 RSF: HOUSING

348 Primary Agencies, Support Agencies and Organizations – Table 5

349 Mission

350 Address pre- and post-disaster housing issues, coordinate and facilitate the delivery of resources
351 and activities to rehabilitate and reconstruct destroyed and damaged housing, and whenever
352 feasible, develop new, accessible, permanent housing options.

353 Function

354 Implement housing solutions that effectively support the needs of the whole community and
355 contribute to its sustainability and resilience. Provide solutions that address design, construction,
356 labor, materials, logistics, inspection and financing issues.

357 Integrate available housing-related resources, address conflicting policy and program issues and
358 identify gaps in service and delivery.

359 Sheltering falls under ESF #6 in the Emergency Operations Plan (EOP) where Emergency
360 Management is the coordinating agency. Interim housing is a transition to permanent housing
361 under short-term recovery as responsibility moves from Emergency Support Function (ESF) #6
362 to the Housing RSF.

363 Outcomes

- 364 • Coordinate and integrate land use, community planning and building code requirements.
- 365 • Implement programs, industry and construction options for addressing post-disaster
366 housing needs.
- 367 • Share interagency knowledge and expertise to address disaster housing issues such as
368 reconstructing permanent housing, including affordable and accessible housing that
369 incorporates resilience and sustainability, and ensures mitigation concepts are followed.
- 370 • Facilitate timely construction of housing that complies with local, State and national
371 model building codes, including accessibility standards.
- 372 • Minimize loss of historic buildings and resources.

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373 Pre-Disaster

- 374 • Identify strategies and options that address disaster housing issues such as those dealing
375 with planning, zoning, design, production, logistics, codes and financing.
- 376 • Integrate accessibility, resilience, sustainability and mitigation measures into housing
377 recovery strategies?

378 Post-Disaster

- 379 • Coordinate and leverage local resources to address housing-related and disaster recovery
380 needs.
- 381 • Ensure the coordination of recovery initiatives and land use, community planning and
382 building code requirements.
- 383 • Encourage rapid and appropriate decisions regarding land use and housing location in the
384 community.
- 385 • Identify gaps and coordinate the resolution of conflicting policy and program issues.
- 386 • Maintain accessible communications throughout the recovery process.

387 Tasks

- 388 • **Task** – Identify existing programs which provide for timely construction of housing that
389 complies with local, State and national model building codes, including accessibility
390 standards.
- 391 • **Task** – Create a working group to include representatives throughout the building
392 community.
- 393 • **Task** – Develop a plan that integrates with existing mitigation, response, recovery and
394 other pre-disaster plans and activities.

395 Table 5 – Housing - Primary Agencies, Support Agencies and Organizations

396

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397 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Community and Resource Development			

398

399 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Salt Lake County Planning and Development Services			
Township Services Building Department Addressing Animal Services Business and Economic Development Department of Human Services Department of Public Works Emergency Services Engineering and Flood Control Garbage and Recycling			

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Landfill and Recycling			
Operations			
Planning and Development Services			
Recycling			
Townships			
Weed Control			

400

401 **ESF #6 and ESF #14 maintains lead responsibility for sheltering and interim housing with interim housing
 402 support from primary agencies and support organizations.

403

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404 RSF: INFRASTRUCTURE SYSTEMS

405 Primary Agencies, Support Agencies and Organizations – Table 6

406 Mission

407 Facilitate and support local governments and other infrastructure owners and operators to restore
408 public and private sector infrastructure systems.

409 Function

410 Facilitate the restoration of infrastructure systems and services which support a viable,
411 sustainable community and improve resilience to and protection from future hazards. Provide
412 assistance and collaboration with public and private sector infrastructure partners.

413 The scope of this RSF includes, but is not limited to, the following infrastructure sectors and
414 subsectors: energy, water, dams, communications, transportation systems, Agriculture (food
415 production and delivery), government facilities, utilities, sanitation, engineering, flood control
416 and other systems that directly support the physical infrastructure of communities; as well as
417 physical facilities that support essential services, such as public safety, emergency services and
418 public recreation.

419 The Infrastructure Systems RSF Coordinating Agency does not directly undertake any
420 operational recovery or engineering activities outside the scope of its authorities and resources.

421 Outcomes

422 Provide the coordinating structure, framework and guidance to ensure:

- 423 • Resilience, sustainability and mitigation are incorporated as part of the design for
424 infrastructure systems and as part of the community’s capital planning process.
- 425 • Infrastructure systems are fully recovered in a timely and efficient manner to minimize
426 the impact of service disruptions.
- 427 • The capacity of all infrastructure systems are adequately matched to the community’s
428 current and projected demands.

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429 Pre-Disaster

- 430 • Identify statutory and/or regulatory programs, potential capabilities and/or limiting
431 factors for recovery support.
- 432 • Establish a forum for interagency coordination, information sharing and exchange of
433 effective best practices.
- 434 • Develop planning, preparedness, education, training and outreach efforts to enhance
435 capabilities for recovery.
- 436 • Identify critical facilities and ensure measures are in place to reduce risk pre- and post-
437 disaster.

438 Post-Disaster

439 Support the recovery of infrastructure systems and participate in the coordination of damage and
440 community needs assessments and coordinate infrastructure considerations with the public and
441 private sector community planning process.

442 Assist the affected community in developing an Infrastructure Systems Recovery action plan
443 that:

- 444 • Provides for the appropriate use of limited capital resources.
- 445 • Resolves conflicts, including those across jurisdictional lines and coordinate key
446 resources essential to infrastructure systems recovery.
- 447 • Establishes a schedule and sequenced time structure for infrastructure recovery projects.
- 448 • Leverages available financial and technical assistance, both from governmental and
449 nongovernmental sources.
- 450 • Promotes rebuilding infrastructure in a manner which will reduce vulnerability to future
451 disasters impacts.
- 452 • Maintains accessible communications and information sharing throughout the recovery
453 process.

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454 Tasks

- 455 • Task – Identify critical facility and infrastructure, owners/operators, and review current
456 plans.
- 457 • Task – Create a working group to include representatives from all infrastructure sectors.
- 458 • Task – Develop a plan that integrates with existing mitigation, response, recovery and
459 other pre-disaster plans and activities.

460 **The scope of this RSF includes but is not limited to the following infrastructure sectors and subsectors:
461 energy, water, dams, communications, transportation systems, Agriculture (food production and delivery),
462 government facilities, utilities, sanitation, engineering, flood control and other systems that directly support the
463 physical infrastructure of communities; as well as physical facilities that support essential services, such as
464 public safety, emergency services and public recreation.

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465 Table 6 – Infrastructure Systems - Primary Agencies, Support Agencies and Organizations

466 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Public Works			

467

468 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Salt Lake County Engineering and Flood Control			
Addressing			
Archives			
Contracts and Procurement			
Department of Community Services			
Emergency Services			
Elected Officials			
Facilities Management			
Fleet Management			
Garbage and Recycling			
Landfill and Recycling			
Information Technology			
Parks and Recreation			

33

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Recycling			
Records Management			
Salt Lake County Health Department			
Townships			
Unified Fire Department			
Unified Police Department			

469

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470 RSF: NATURAL RESOURCES

471 Primary Agencies, Support Agencies and Organizations – Table 7

472 Mission

473 Integrate local assets and capabilities to help local governments and communities address long-
474 term environmental and natural resource recovery needs.

475 Function

476 Protect, conserve, rehabilitate and restore natural resources and properties consistent with
477 community priorities and in compliance with appropriate environmental laws.

478 Coordinate agencies, partners and those with expertise and programs specific to natural resource
479 issues. Coordinate planning and historic preservation compliance under Federal, State and local
480 laws (e.g., fish and wildlife).

481 Outcomes

- 482 • Integrate protection and preservation of natural resources with community sustainability
483 and in compliance with environmental planning and preservation requirements.
- 484 • Coordinate programs that support disaster recovery capabilities, technical assistance and
485 data sharing.
- 486 • Conduct natural resource and environmental assessments and studies post-disaster, and
487 de-conflict proposed solutions to environmental protection and preservation policies and
488 processes.

489 Pre-Disaster

- 490 • Identify programs and incentives that have a role in supporting the preservation,
491 protection, conservation, rehabilitation, recovery and restoration of natural resources.
- 492 • Identify gaps and inconsistencies exist within and between regulations, policies, program
493 requirements and processes.
- 494 • Leverage nonprofits and other nongovernmental organizations (NGOs), institutions and
495 opportunities to develop plans and integrate natural resource issues.

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- 496 • Identify protection measures or hazard mitigation strategies for natural resources such as
 497 floodplains, wetlands and other natural resources.

498 **Post-Disaster**

- 499 • Identify opportunities to leverage natural resource protection with hazard mitigation
 500 strategies.
- 501 • Address government policy and agency program issues, gaps and inconsistencies.
- 502 • Develop a Natural Resources action plan that leverages resources and capabilities.
- 503 • Synchronize the Natural Resources action plan with other RSFs.
- 504 • Leverage opportunities to mitigate impacts to environmental resources.
- 505 • Maintain accessible communications throughout the recovery process.
- 506 • Develop natural and environmental assessments and studies including proposed solutions
 507 to environmental preservation policy and process impediments.

508 **Tasks**

- 509 • **Task** – Identify specific natural resources within the region.
- 510 • **Task** – Identify current programs and measures in place which protect and preserve
 511 natural resources.
- 512 • **Task** – Develop a plan that integrates with existing mitigation, response, recovery and
 513 other pre-disaster plans and activities.

514 **Table 7 – Natural Resources - Primary Agencies, Support Agencies and Organizations**

515 **Primary Agency**

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Parks and Recreation			

516

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517 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Clark Planetarium			
Planning and Development			
Salt Lake Convention and Visitors Bureau			
Zoo, Arts, and Parks			
Archives			
Business and Economic Development			
Community Resources and Development			
Department of Administrative Services			
Department of Human Services			
Emergency Services			
Information Technology			
Library Services			
Records Management			
Townships			
USU Extension Services			
Salt Lake County Records Management			

518

519

520

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521 RSF: CULTURAL RESOURCES

522 Primary Agencies, Support Agencies and Organizations – Table 8

523 Mission

524 Integrate local assets and capabilities to help local governments and communities address long-
525 term cultural resource recovery needs.

526 Function

527 Protect, conserve, rehabilitate and restore natural and cultural resources and historic properties
528 consistent with community priorities and in compliance with appropriate cultural laws.

529 Coordinate agencies, partners and those with expertise and programs specific to cultural resource
530 issues. Coordinate planning and historic preservation compliance under Federal, State and local
531 laws (e.g., historic and traditional cultural properties).

532 Outcomes

- 533 • Integrate protection and preservation of cultural resources and historic properties (NCH)
534 resources with community sustainability and in compliance with environmental planning
535 and historic preservation requirements.
- 536 • Coordinate programs that support disaster recovery capabilities, technical assistance and
537 data sharing.
- 538 • Conduct cultural assessments and studies post-disaster, and de-conflict proposed
539 solutions to environmental and historic preservation policies and processes.

540 Pre-Disaster

- 541 • Identify programs and incentives that have a role in supporting the preservation,
542 protection, conservation, rehabilitation, recovery and restoration of cultural resources.
- 543 • Identify gaps and inconsistencies exist within and between regulations, policies, program
544 requirements and processes.
- 545 • Leverage nonprofits and other nongovernmental organizations (NGOs), institutions and
546 opportunities to develop plans and integrate cultural resource issues.

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547 Post-Disaster

- 548 • Identify opportunities to leverage cultural resource protection with hazard mitigation
- 549 strategies.
- 550 • Address government policy and agency program issues, gaps and inconsistencies.
- 551 • Develop a Cultural Resources action plan that leverages resources and capabilities.
- 552 • Synchronize the Cultural Resources action plan with other RSFs.
- 553 • Leverage opportunities to mitigate impacts to cultural resources.
- 554 • Maintain accessible communications throughout the recovery process.
- 555 • Develop cultural assessments and studies including proposed solutions to historic
- 556 preservation policy and process impediments.

557 Tasks

- 558 • Task – Identify specific cultural resources within the region.
- 559 • Task – Identify current programs and measures in place which protect and preserve
- 560 cultural resources.
- 561 • Task – Develop a plan that integrates with existing mitigation, response, recovery and
- 562 other pre-disaster plans and activities.

563 Table 8 – Cultural Resources - Primary Agencies, Support Agencies and Organizations

564 Primary Agency

Agency	Contact Name	Contact Phone	Contact Email
Salt Lake County Community Services			

565

566 Support Agencies and Organizations

Support Agencies/Organizations	Contact Name	Contact Phone	Contact Email
Center for the Arts			
Clark Planetarium			

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Salt Lake Convention and Visitors Bureau			
Zoo, Arts, and Parks			
Salt Lake County Records Management			
Archives			
Business and Economic Development			
Community Resources and Development			
Department of Administrative Services			
Department of Human Services			
Emergency Services			
Information Technology			
Library Services			
Records Management			
Townships			
USU Extension Services			

Appendices



OFFICE OF REGIONAL DEVELOPMENT | DIVISION OF EMERGENCY SERVICES

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Appendix I: Additional Resources

Community Recovery Management Toolkit

The [Community Recovery Management Toolkit](#) provides additional resources for managing long term recovery efforts. The toolkit is a compilation of guidance, case studies, tools, and training to assist local communities in managing long-term recovery following a disaster.

The materials provided in this toolkit are aimed at providing guidance and resources to help local officials and community leaders to lead, organize, plan for, and manage the complex issues of post-disaster recovery.

Additional Resources

Catalogue of Federal Domestic Assistance <https://www.cfda.gov/>

Community Development Block Grant Program (Department of Housing and Urban Development) http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs

Community Recovery Management Toolkit <http://www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit>

Council of State Community Development Agencies Disaster Recovery Toolkit <http://coscda.org/disaster/>

Disaster Assistance Disasterassistance.gov

Disaster Impact and Unmet Needs Assessment Kit <https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/>

Grants.gov <http://www.grants.gov/web/grants/home.html>

Federal Interagency Operational Plans <http://www.fema.gov/federal-interagency-operational-plans>

Federal Register <https://www.federalregister.gov/>

Foundation Center <http://foundationcenter.org/>

Long Term Community Recovery Planning Process: A Self-Help Guide <http://www.fema.gov/media-library/assets/documents/6337>

National Association of Counties Grants Clearinghouse <http://www.naco.org/programs/grants/Pages/default.aspx>

National Disaster Recovery Program Database <http://www.fema.gov/national-disaster-recovery-program-database>

Restore Your Economy <http://restoreyoureconomy.org/>

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Appendix II: Examples of Federal Assistance

The resources listed are examples of Federal assistance programs that may be available that do not require a Presidential Declaration under the Stafford Act.

AGENCY	PROGRAM	SUPPORT – Individuals / Business	SUPPORT – Government
U.S. Department of Agriculture	Business and Industrial Loans	YES	NO
	Business and Cooperative Loan/grant Assistance	YES	NO
	Child and Adult Care Food Program (CACFP)	YES	NO
	Community Facility Loan/grant Assistance (CF)	YES	NO
	Commodity Supplemental Food Program	NO	YES
	Emergency Conservation Program for Agricultural Producers	YES	NO
	Emergency Watershed Protection Program	YES	NO
	Farm Emergency Loans	YES	NO
	Farm Operating Loans	YES	NO
	Farm Ownership Loans	YES	NO
	Food Distribution Program on Indian Reservations	NO	YES
	National School Lunch (NSLP)	NO	YES
	National School Breakfast Program (SBP)	NO	YES
	Noninsured Crop Disaster Assistance Program	YES	NO
	Rental availability information, rental assistance, rental housing loans (for landlords)	YES	NO
	Rural Housing Loans	YES	NO
	Rural Housing Repair Loans and Grants	YES	NO
	Rural Rental Housing	YES	NO
	Special Supplemental Nutrition Program for Women, Infants and Children (WIC)	YES	NO
	Summer Food Service Program (SFSP)	NO	YES
Supplemental Nutrition Assistance Program (SNAP)	YES	NO	
The Emergency Food Assistance Program (TEFAP)	YES	NO	
Utilities Loan/grant Assistance	YES	NO	
United States Department of Commerce	Economic Adjustment Assistance	NO	YES
	Revolving Loan Fund (RLF) program	NO	YES
	Economic Development Administration (EDA) programs	NO	YES
AGENCY	PROGRAM	SUPPORT –	SUPPORT –

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		Individuals / Business	Government
Environmental Protection Agency (EPA)	Energy Star Program	YES	NO
	Climate Showcase Communities Grant Program	NO	YES
	Environmental Justice Small Grant Program	NO	YES
United States Department of Energy	Weatherization Assistance Program	YES	NO
Federal Emergency Management Agency	Technical Assistance to states	NO	YES
	Mitigation Grant Assistance	YES	YES
	Disaster Recovery and Mitigation Information	YES	YES
Department of Health and Human Services	Temporary Assistance for Needy Families (TANIF) program	YES	NO
	Social Service Block Grant (SSBG) program	YES	YES
	Community Services Block Grant (CSBG) program	YES	YES
	Substance Abuse and Mental Health Services Administration (SAMHSA) – technical and helpline support	YES	YES
	Low Income Home Energy Assistance Program (LIHEAP)	YES	NO
Department of Housing and urban Development (HUD)	Community Development Block Grant (CDBG) program	YES	YES
	HOME program	YES	NO
	HOPE Program (for people with disabilities)	YES	NO
	Housing Choice Voucher Program (Section 8)	YES	NO
	Housing counseling	YES	NO
	Subsidized and Public Housing Programs	YES	YES
	Self-Help Homeownership Opportunity Program (SHOP)	YES	NO
Small Business Administration (SBA)	Disaster Loan Program	YES	NO
	Small Business Consulting Services	YES	NO
Department of Labor	Workforce Reinvestment Act, National Emergency Grants (NEGs)	YES	YES
	Workforce Investment Act (WIA) Youth and Adult Programs	YES	NO
Department of the Treasury	Community Development Financial Institutions Program	YES	YES
	Savings Bond Redemption and Replacement	YES	NO
Department of Veteran Affairs (VA)	Specially Adapted Housing for Disabled Veterans	YES	NO
	VA Home Loans	YES	NO
	Burial Benefits	YES	NO