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To: Gary Schmidt, County Administrator
From: Nancy Bush and Philip Mason-Joyner, EOC Command
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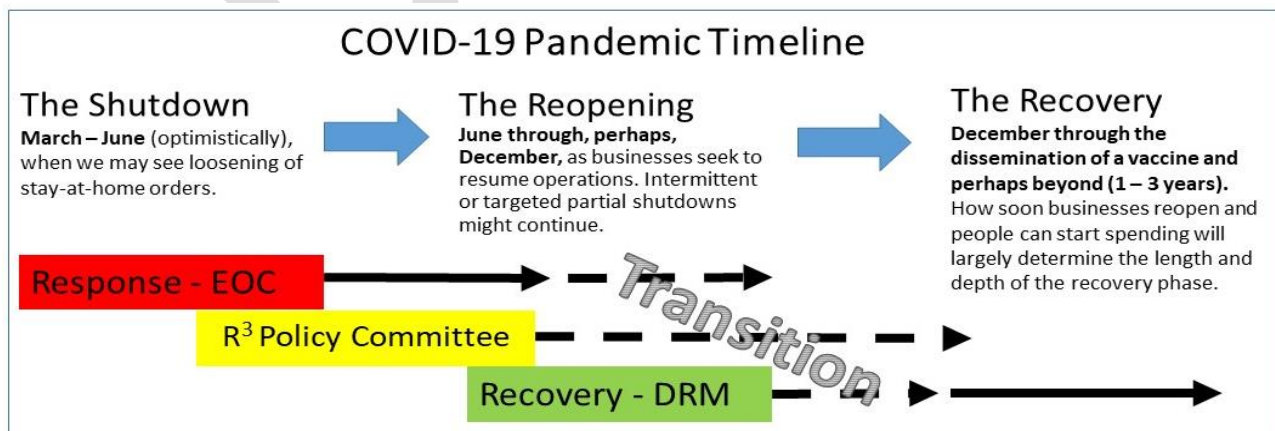
Subject: COVID-19 REOPENING, RECOVERY, RESILIENCE (R³) POLICY COMMITTEE AND DISASTER RECOVERY MANAGEMENT (DRM) STRUCTURE

As the COVID-19 infection curve begins to flatten out and descend, the County’s Emergency Operations Center (EOC) response to the public health demands will need to transition into a Disaster Recovery Management process. Now is the time, as this transition approaches, to lay the policy and organizational groundwork for the County’s multi-phased economic and social recovery. The proposed **Reopening, Recovery, and Resilience (R³) Policy Committee and Disaster Recovery Management Structure** will accelerate the recovery process, address community needs, and limit the burden of recovery across the whole community.

The R³ Policy Committee (Committee) will be comprised of leaders and elected officials who will institute the **Disaster Recovery Management Structure (DRM)** for the recovery planning process. Through the DRM, the Committee will establish **Subcommittees** to represent the diverse components of community recovery, including economic recovery, community planning and capacity building, and health and social services. The Subcommittees will be comprised of both public and private sector stakeholders, and facilitate information sharing across all components of recovery. The DRM emphasizes a focus on equity, diversity, and inclusion as we work towards building Clackamas County back better than before. We recommend the establishment of the R³ Policy Committee, Subcommittees and DRM as described in this proposal.

This proposal is organized to address the following immediate needs:

1. Alignment and adaptation to the evolving Public Health-based guidance Reopening Oregon
2. Utilize the 2019 RDPO Regional Recovery Framework as a planning tool for recovery
3. Form a County-wide R³ Policy Committee and Subcommittees with representational community stakeholders
4. Decide on the Clackamas Disaster Recovery Management structure and process
5. Establish R³ policies based on aspirational County visioning and values



Timeline Source: Oregon COVID-19 Recovery and Resilience Framework, April 9, 2020. University of Oregon and ECONorthwest

1. REOPENING OREGON FRAMEWORK

The rapid spread of the COVID-19 virus has caused unprecedented global upheaval that we expect may endure for months, or longer. Our community has adopted extreme but necessary measures to protect human life and limit economic disruption.

Governor Brown released a framework for Reopening Oregon: a plan to restart public life and business while maintaining healthy Oregon communities. This Reopening framework sets specific prerequisites based on science, which Oregon communities must meet to begin reopening.

Public Health guidance will determine when communities can reopen, but the required resources and timeline is uncertain. Therefore, the County should use this transition phase as an opportunity to plan for recovery, ensuring equitable, healthy, sustainable, and resilient outcomes for residents and businesses.

The **R³ Policy Committee** will be comprised of elected leaders with authority to institute the recovery process structure. A **Disaster Recovery Management structure (DRM)** will be established by the R³ Policy Committee to manage the shift from response to recovery, and establish a process for decision-making, communication and information sharing. **Subcommittees** will represent central components of the recovery planning process. Subcommittee members will coordinate between operational groups, including EOC Command, regional and multiagency coordination groups, and core team members representing active Recovery Support Functions outlined under the DRM.

- An *application process* will be required to join the Subcommittees, similar to the application process for the Clackamas County Advisory Boards.

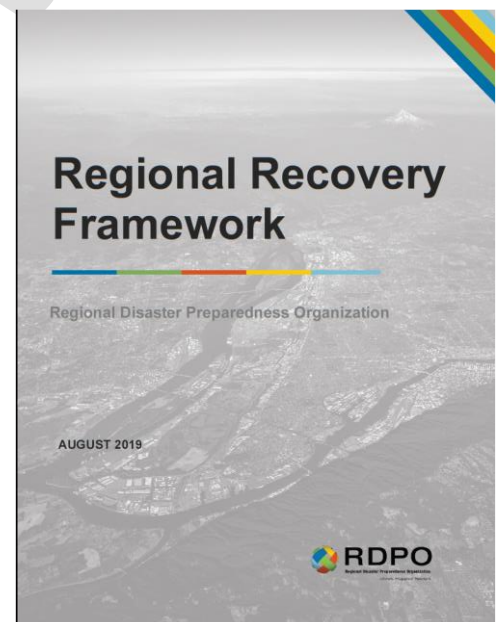
2. REGIONAL RECOVERY FRAMEWORK

This proposal provides a holistic, comprehensive approach to initiating a recovery structure. Fortunately, Clackamas County has the benefit of having the 2019 Regional Recovery Framework (the Framework), developed by the Regional Disaster Preparedness Organization (RDPO) and the five counties of Clackamas, Columbia, Multnomah, Washington and Clark in the State of Washington. <https://rdpo.net/regional-recovery-framework>

County staff recommend that the Board utilize the Framework as the basis for our recovery organizational structure and process and to inform the short-term and long-term goals and reflect the vision of Clackamas County communities.

This structure aligns with existing operational structures, while being scalable to integrate different levels of government and community partners. It is designed to embrace the strategic goals outlined in the 2020 Performance Clackamas, Strategic Plan. It is also flexible to include community champions, which are essential to ensuring services to the whole community.

Recovery starts alongside response; it is critical that we take the time now to plan and coordinate to ensure optimal long-term recovery.



3. R³ POLICY COMMITTEE – LEADERSHIP WITH VISIONING, VALUES AND POLICY

The primary role of the R³ Policy Committee is providing leadership and coordination between other local, regional, state and federal leaders and has authority to set policy and provide accountability. The Committee will form Subcommittees of stakeholders as necessary that serves the function to inform and support the Disaster Recovery Management (DRM) structure and process.

The figure below from the Framework, would be the basis for the R³ Policy Committee structure. One model proposed for the Committee membership and scope is the *Clackamas Community Prosperity Collectives* group that is a blend of County and City leaders, and other community members.



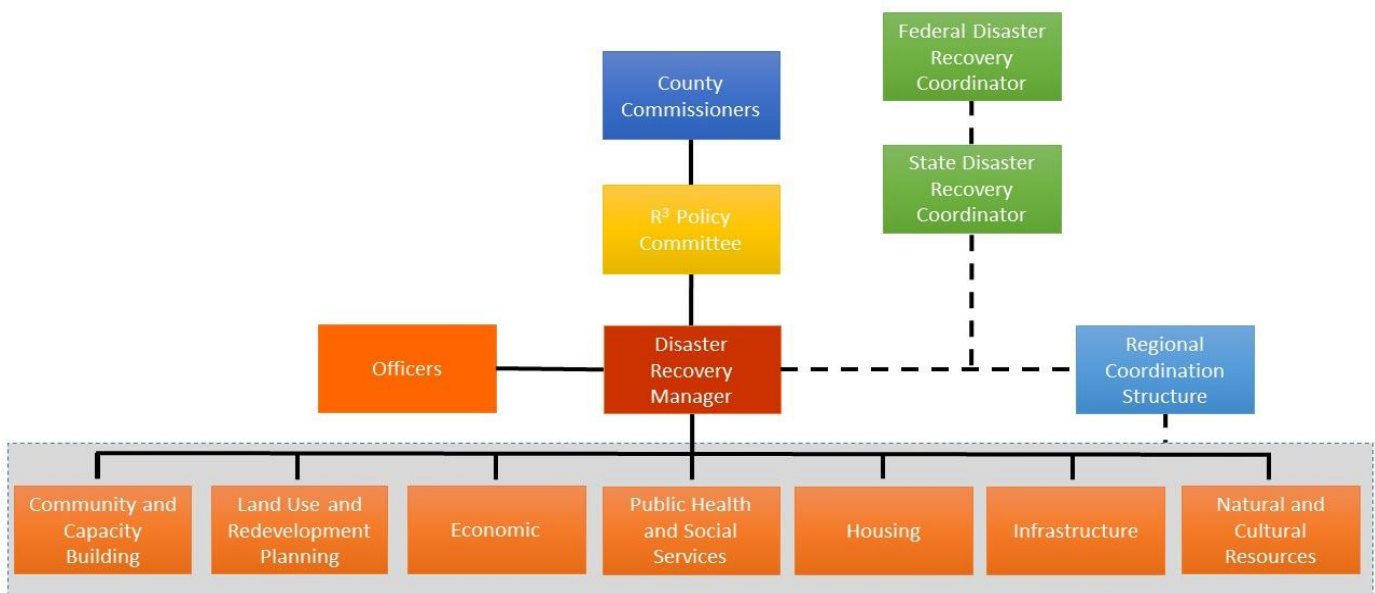
The recovery process requires the coordination of many different entities servicing a city or county and the inclusion of the **whole community** within the recovery process is essential. This includes local, state, tribal, and federal governments, as well as non-profit, non-governmental, faith-based organizations and community organizations and members. During the recovery process, recovery leadership engages these stakeholders and recovery partners to identify community priorities and facilitate recovery strategies where appropriate and needed.

The whole community concept lays the foundation for inclusive recovery, which is further bolstered by Equity and Social Justice (ESJ) concepts. ESJ principles state that due to decades of unbalanced systems, policies, and decisions, certain populations face differential exposures and greater risk of complications to disaster impacts. Recovery resources should be allocated in a way so that all impacted communities have the same access to services, resources, opportunities, and programs. This acknowledges that different advantages and barriers exist for different populations. Recovery leadership should integrate members from the whole community and ESJ concepts throughout operations and maintain awareness of their significance in order to achieve an effective recovery.

4. RECOVERY GOVERNANCE STRUCTURE

The R³ Policy Committee will establish a defined recovery organizational structure that will help identify transitional coordination with response and recovery partners both during and after a disaster. The Framework’s recommended recovery organizational structure outlined in the Figure below is designed to not only align with traditional response operational structures, but also be flexible enough to scale, adapting to the needs of the specific disaster and community. This scalable organizational approach is also reflected in the integration of the different levels of government. The structure includes space for state, federal, and regional entities to be involved in the recovery process.

Coordinating all available government resources, technical assistance and expertise, and additional capacity will streamline recovery operations and maximize the potential for success. While recovery structures depend on local authorities and capabilities, it is important to identify coordination mechanisms between the different entities and all levels of government.



County Commissioners/City Councils and Mayors: County or city elected officials have direct oversight of recovery operations and coordinate with the Disaster Recovery Manager (DRM) on key policy decisions, development and implementation of recovery action plans, and management of recovery operations.

Disaster Recovery Manager: The DRM serves as the primary decision-making authority for recovery related initiatives and leads the countywide or citywide structure for managing recovery.













Officers: Officer positions can be activated at the discretion of the DRM depending on the size and scope of the disaster and can be activated or deactivated as needed to support the DRM in carrying out specific tasks.

Recovery Support Functions: Working at the direction of the DRM, the RSFs bring together members of the recovery community to collaboratively prepare for and effectively carry out and support the short-, intermediate, and long-term recovery priorities and plans. The DRM activates and deactivates the RSFs as needed and based on disaster impacts. RSF Coordinators oversee the implementation of recovery operations within their RSF.

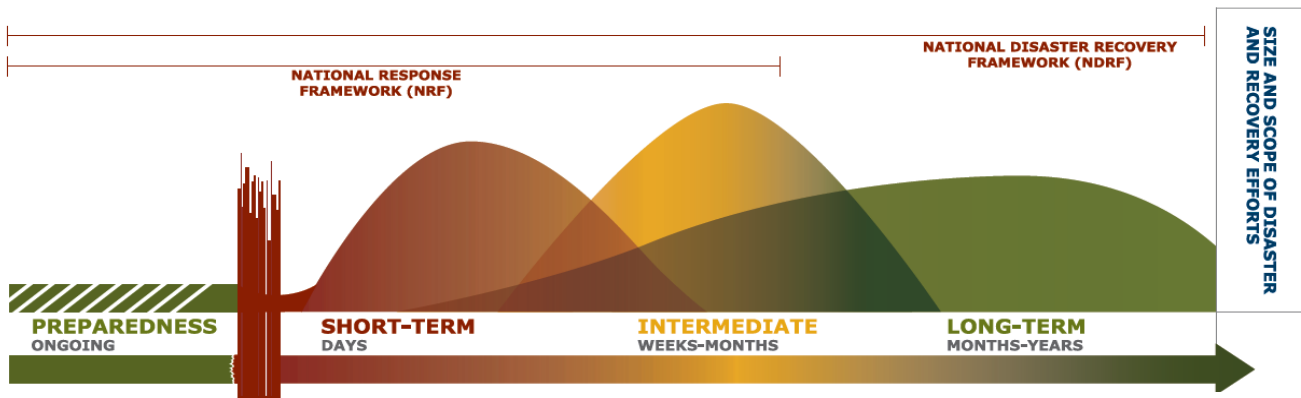
Regional Coordination Structure: This recovery structure coordinates with both the local and state levels of government as needed if a disaster directly or indirectly impacts multiple counties and cities.

5. ALIGNING RECOVERY GOALS WITH COUNTY VISIONING AND STRATEGIC PRIORITIES

The Regional Framework and proposed DRM structure encompasses a vision of equity and sustainability, regional recovery goals, and Performance Clackamas strategic priorities. The Recovery Support Functions (RSFs) from the Regional Framework inform the DRM structure for key functional areas of assistance that support local governments. RSFs function to facilitate problem solving, and improve access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners, and stakeholders. These RSFs are in close alignment with the strategic priorities outlined in the Performance Clackamas Strategic Plan, 2020.

RECOVERY SUPPORT FUNCTIONS	PERFORMANCE CLACKAMAS, STRATEGIC PRIORITIES, 2020
<p>The seven (7) RSFs facilitate problem solving, improve access to resources, and foster coordination between government agencies, communities, and other stakeholders on issues that are vital to effective recovery after a disaster.</p>	<p>In January, 2020, Clackamas County adopted five (5) strategic priorities to guide the efforts and decision-making of our leaders and elected officials.</p>
<p>1: Community Planning and Capacity Building  Engages stakeholders, affected populations, and the other RSFs to identify needs and priorities; ensures equitable and just recovery.</p>	<p>1. Build Public Trust through Good Government  Clackamas County will design and deliver services that make a difference.</p>
<p>2. Economic  Stabilizes and restores business activities, and promotes a healthy and sustainable economy.</p>	<p>2. Grow a Vibrant Economy  Clackamas County promotes the future prosperity of county residents.</p>
<p>3. Health and Social Services  Restores public health and social service networks to promote the recovery, resilience, and well-being of affected people and communities.</p>	<p>3. Ensure Safe, Healthy, and Secure Communities  Clackamas County focuses on the well-being of all our families and communities.</p>
<p>4. Housing  Returns housing to a stable state and develops new opportunities for neighborhood growth within sustainable and resilient communities.</p>	<p>4. Build a Strong Infrastructure  Clackamas County ensures long-term investments in infrastructure that support the community.</p>
<p>5. Infrastructure Systems  Restores, and revitalizes infrastructure systems and services to support viable communities.</p> <p>6. Natural and Cultural Resources  Preserves, conserves, rehabilitates, and restores natural, cultural, and historic resources.</p>	<p>5. Honor, Utilize, Promote and Invest in our Natural Resources  Clackamas County cares about the abundant resources in both urban and rural areas.</p>
<p>7. Land Use and Redevelopment Planning  Guides community planning and redevelopment and promotes resilience, mitigation, and equity.</p>	

SUPPORTING MATERIAL - Timelines of Recovery and Resilience



Recovery Timeline Source: National Disaster Recovery Framework, 2011. DHS-FEMA

Phases of Recovery

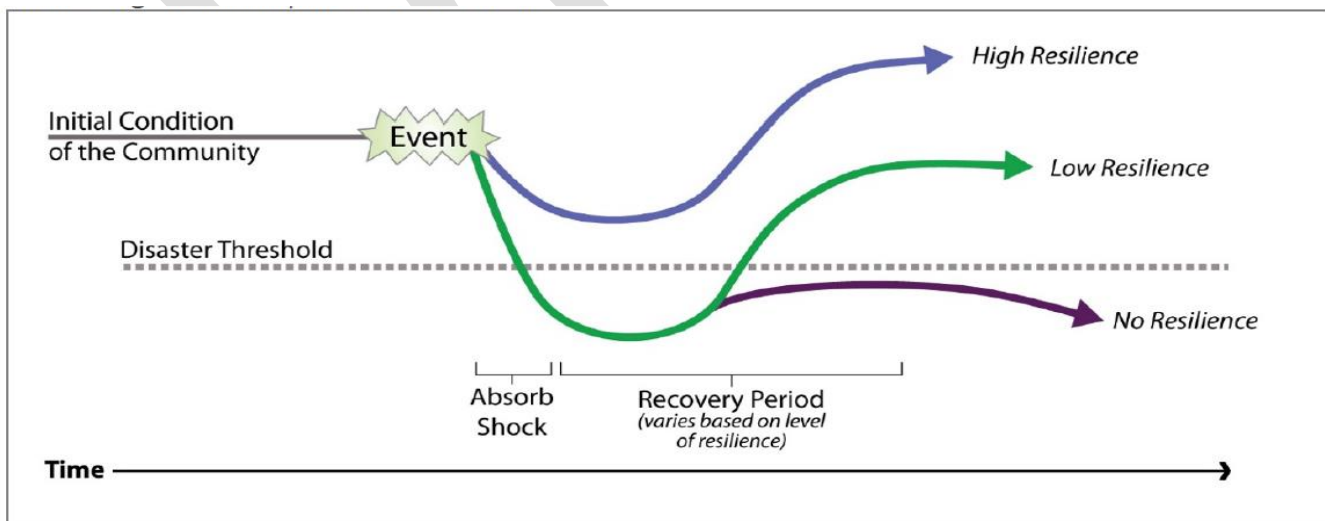
Short-term recovery operations begin concurrently or shortly after the commencement of response operations. The overall goal for short-term recovery includes returning individuals and families, critical infrastructure, and essential government and commercial services back to a functional state, but not necessarily to pre-disaster conditions.

Intermediate recovery operations occur once vital services have been restored. The goal of intermediate recovery is to identify permanent solutions for recovery and redevelopment.

Long-term recovery and redevelopment operations may continue for months or years. The goal underlying long-term recovery and redevelopment operations is to move the impacted community toward self-sufficiency, sustainability, and resilience with the concepts of building back better.

The Recovery Period and Planning for Resilience

The intent of resilience planning is to shorten the recovery period and the degree of impact. The figure below shows resilience and recovery trajectories relative to disaster thresholds. In the case of the pandemic, the impact has already been incredibly damaging for many individuals and communities, and the recovery period could be long. Community resilience efforts can shorten the length of the recovery period by increasing the tools that individuals and local businesses have to respond.



Resilience Planning Source: Oregon COVID-19 Recovery and Resilience Framework, April 9, 2020. University of Oregon and ECONorthwest