

Regional Recovery Framework



Recovery Process Workshop

City of Portland Regional Disaster Preparedness Organization

June 21st, 2018



RDPO

Regional Disaster Preparedness Organization

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Recovery Process Workshop

Thursday, July 26th, 2018, 12:30 - 4:00PM

Beaverton Community Center
12350 SW 5th St., #100
Beaverton, Oregon 97005

ATTENDEES

Sarah Allison, *Portland Emergency Management*
Shaun Brown, *Columbia County Emergency Management*
Tammy Bryan, *Hillsboro Fire Department*
Ben Feliz, *Clark County Public Utilities*
Kevin Cook, *Multnomah County*
Sherrie Forsloff, *Oregon Health and Sciences University*
Laura Hanson, *Regional Disaster Preparedness Organization*
Ryan Krueger, *City of Troutdale*
Scott Porter, *Washington County Emergency Management*
Amy Rasmussen (Haase), *Multnomah County Emergency Management*
Art Spillman, *Port of Portland*
Anthony Vendetti, *Clark Regional Emergency Services Agency*
Chris Walsh, *Washington County Emergency Management*
Lonny Welter, *Columbia County*
John Wheeler, *Washington County Emergency Management*
Jay Wilson, *Clackamas County Disaster Management*

CONSULTING TEAM

Hope Winship, *Hagerty Consulting*
Sylvia Ciborowski, *JLA Public Involvement*
Adrienne DeDona, *JLA Public Involvement*
Hannah Mills, *JLA Public Involvement*

Welcome and Agenda

Ms. Sylvia Ciborowski, facilitator with JLA Public Involvement, welcomed the group and reviewed the agenda. The agenda was as follows:

1. Recovery Process Overview
2. Recovery Process and Transition Considerations
3. Next Steps and Close

Mr. Chris Walsh, Washington County Emergency Management and member of the Core Planning Team, gave a brief description of the purpose of the Portland Regional Recovery Framework effort, as well as reviewed the focus of the workshop. He noted strong government presence and encouraged attendees to reach out to the broader community to broaden participation in future events.

Ms. Ciborowski reviewed the purpose of the workshop:

- Identify how all stakeholders will work after a disaster to identify and implement recovery activities and projects.
- Use the input from the first three workshops to help identify the local concept of operations through short, intermediate, and long-term recovery.

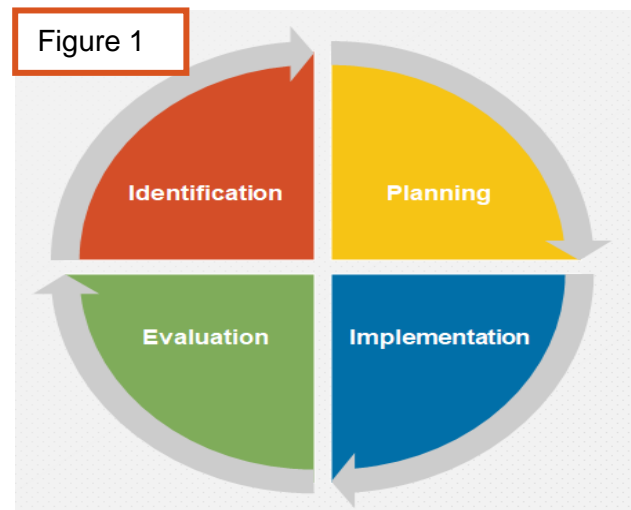
Ms. Ciborowski briefly defined disaster recovery and explained the goal of building a framework that provides a roadmap for building a cohesive community following a disaster. Ms. Ciborowski reviewed the upcoming workshops, highlighting the upcoming workshop on July 31st that would cover Recovery Operations.

Recovery Process Overview

Using a PowerPoint, Ms. Hope Winship, Hagerty Consulting, began by introducing a diagram illustrating the post-disaster recovery planning process as shown in Figure 1.

Ms. Winship highlighted the importance of seeing this process as a cycle, noting the potential cascading impacts from the disaster will need constant evaluation and re-identification for efficient, effective, and equitable recovery.

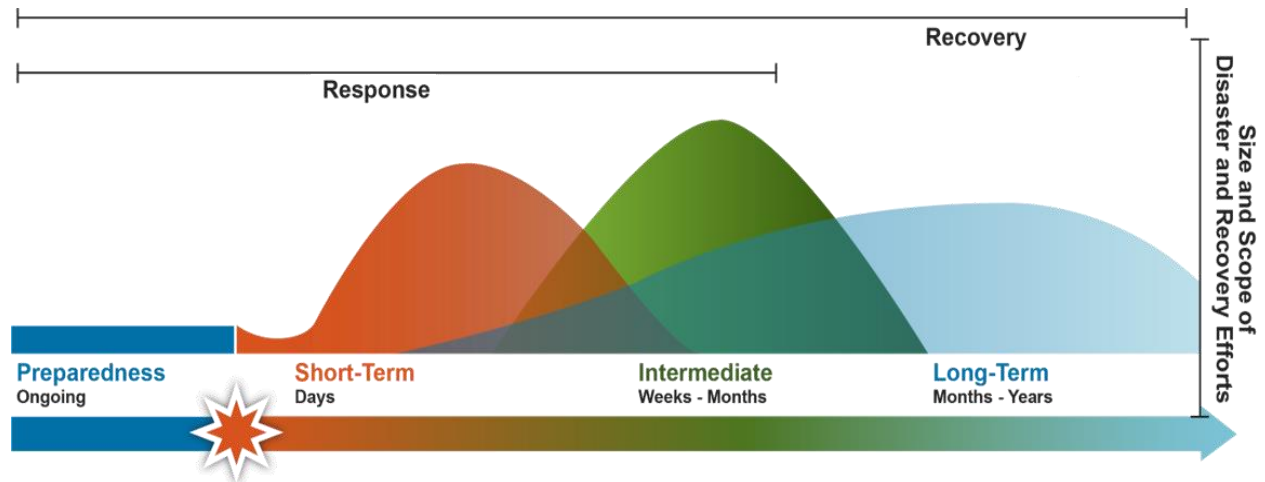
On the following slide, the group was shown a timeline of recovery for the weeks, months, and years following a disaster, as shown in Figure 2. Ms. Winship defined response vs. recovery and explained the importance of making decisions that impact both immediate and long-term recovery now to best restore the community to pre-disaster or better status.



The group was given a set of red, yellow, and green cards. Ms. Winship explained that following the presentation on each phase of recovery, they would be given the opportunity to raise the card that best demonstrated their level of understanding. Green to represent a clear

understanding, yellow to represent a need for further explanation, and red to represent no understanding.

Figure 2



SHORT-TERM RECOVERY

Ms. Winship explained that, depending on the scale of disaster, short-term recovery would extend into the days or weeks following a disaster and would look at whether the incident is mostly or completely contained, as well as whether there are any remaining life safety issues. The overall goal of short-term recovery is to identify needs, alternative solutions, and to implement a plan.

Ms. Winship explained that the project team developed recovery milestones based on common understanding and input from the initial meetings. The short-term recovery milestones include:

- Lifting all possible building restrictions
- Restoring utilities to critical facilities
- Opening or relocating health and social services to interim service locations
- Opening the majority of the road network

Ms. Winship asked the group to raise their card with the color that best represents their level of understanding of the short-term phase of recovery. Below is a summary of the questions and discussion that followed:

- *Critical* health and social services will be available at a *limited* level in short-term recovery. Critical services should be well defined to the public, for example, community hospital services vs. a high level of care. Highlight that only basic treatment will be available.
- Consider replacing “majority of the road network” with “majority of critical routes or alternatives,” and add a caveat that explains that some communities may still be isolated.
- Clarify that short-term recovery begins during the response phase, but that recovery efforts differ from response efforts.

- Consider changing the goal language to say “develop a plan” rather than “implement a plan.”

INTERMEDIATE RECOVERY

Ms. Winship explained that intermediate recovery will take place in the weeks to months following a disaster. During this phase of recovery, life safety will have been addressed and the incident will be contained. The overall goal of intermediate recovery is to continue to implement the recovery plan to support people and businesses impacted by the disaster.

The intermediate recovery milestones include:

- Designing and implementing resilient building codes and land use practices
- Restoring critical infrastructure

Ms. Winship asked the group to raise their card with the color that best represents their level of understanding of the intermediate phase of recovery. Below is a summary of the questions and discussion that followed:

- The expectation that the incident is contained and that there are no existing life safety issues seems aspirational. There may be people who need ongoing care, and it's important to take the potential for aftershocks into account. Consider saying “life safety issues will be reduced.”
- If implementation of resilient building codes and land use practices entails city council adoptions, this timeline seems too quick.
 - People will want to rebuild as soon as possible following a disaster and it's important that the community sees progress being made. Having implementation of resilient building codes and land use practices as a goal for the intermediate recovery phase encourages progress. Governance may be apprehensive towards implementing codes and land use practices without state and community pressure.
- This timeline will look different for each community and jurisdiction. Consider removing or softening the language around the duration to avoid creating false expectations and confusion.
 - For OHSU, providing the estimated duration is crucial when developing a staffing plan.
 - It's important to recognize that this is a framework, not a plan, and it needs to be flexible enough to address recovery following a number of different types of disasters, not just an earthquake. Short-term and long-term recovery are relatively standard, however, intermediate recovery will look different depending on the type and scale of the disaster.
- Consider strengthening the language of the overall goal to clarify that it is not just supporting people and businesses, but also coordinating with them.
- Consider using percentages to illustrate total completion of the framework for each phase.
- Replace “design and implement” with “refine and implement.”

LONG-TERM RECOVERY

Ms. Winship explained that long-term recovery will take place in the months to years following a disaster. During this phase of recovery, there will be no life safety issues and the incident will be contained. The overall goal over intermediate recovery is to continue to implement the recovery plan to restore services to return the community to a pre-disaster or better condition.

The intermediate recovery milestones include:

- Moving people to permanent housing options
- Restoring the economy to pre-disaster condition
- Demobilizing disaster and social assistance (due to decreased need)
- Implementing mitigation strategies

Ms. Winship asked the group to raise their card with the color that best represents their level of understanding of the long-term phase of recovery. Below is a summary of the questions and discussion that followed:

- Provide further clarification regarding who will be moved into permanent housing and ensure equity and displacement is considered. It's important that communities understand that they will not be provided land or housing, but that they can receive assistance in finding new housing. Work with non-governmental and private organizations to ensure that the public feels supported and that needs can be identified and met. Rework the language to be more adaptive.
- Clarify what restoration of the economy will entail and ensure equity is a focus of this milestone.
- Consider removing "pre-disaster condition" from the overall goal to ensure recovery doesn't repeat the same mistakes.

Recovery Process and Transition Considerations

Ms. Winship introduced the next step in the workshop. This portion of the workshop focused on capturing considerations at each phase to meet the identified recovery and redevelopment needs – identifying what the process will need to include to be, or appear to be, successful, as well as what the considerations are for involving organizations.

Ms. Winship explained that the group will discuss and seek consensus on the themes identified in each phase, as well as the considerations for transitioning between phases.

Ms. Winship briefly reviewed the scenario:

- An 8.5 magnitude earthquake occurred at 11:23 on July 26

- The initial earthquake lasted 3.5 minutes, followed by aftershocks including one of 6.5 magnitude
 - A 30-foot tsunami flooded the bays and river mouths
- States and Federal governments have issued declarations
- Impacts:
 - Landslides and liquefaction
 - Evacuation from the coastline
 - Critical infrastructure damaged and destroyed
 - Increased risk to public health

Ms. Winship explained that the scenario itself doesn't matter, but in order for the group to work on making operations as flexible as possible, they will be discussing the scenario of a catastrophic earthquake.

Ms. Winship asked the group to discuss what the overarching processes need to include in order to ensure movement through each phase. She explained that their comments would be arranged on the comment wall, and following the discussion the group would be asked to discuss each of the identified themes seeking consensus.

SCENARIO: SHORT-TERM RECOVERY

The group was shown a slide illustrating the scenario impacts for short-term recovery:

- Damage estimates:
 - \$30 billion in Washington
 - \$35 billion in Oregon
- Safety and health issues remain (e.g., debris, contaminated water, post-traumatic stress disorder)
- Critical transportation and commerce hubs and most large and small businesses have not reopened

Ms. Winship asked the group to consider how to identify the needs and plan to meet the needs of the whole community, specifically in regards to the following questions:

- What are your staffing needs?
- What kind of information do you need?
- Where are you getting information?
- What coordination processes do you have or need?
- What capabilities do you have or need to plan and implement projects?
- What capabilities do you have or need to identify, secure, and manage funding?

Below is a summary of the comments and discussion regarding short-term recovery:

- Regional coordination is necessary to address resource competition between counties. Develop a process for equitable and efficient resource distribution.

- Hospitals should not be directed by FEMA or public agencies. Hospitals understand their needs. Develop processes for coordination of partnerships between public and private sectors.
- Initial work will entail making policy decisions on how to allocate resources, and staff with the ability and level of authority that will be needed.
- Develop a public information process setting realistic expectation for recovery efforts.
- The public will lack the capacity or ability to meaningfully engage. Conduct efforts pre-disaster to better understand public expectations post-disaster.
- Research employees at OHSU will likely lose their jobs and move out of the region.
- Staffing:
 - Identify which tasks staff will stop doing in order to focus on recovery. Use existing processes to identify these tasks.
 - Conduct effort pre-disaster to identify staffing needs and roles post-disaster.
 - Some counties have not identified staff to work on recovery. Identify staff pre-recovery.
 - Staffing will be limited overall. Get agreements in place to divide staff between the counties.
 - Some staff may not be able to work, have family needs, or not have access to transportation.
 - OHSU may temporarily close and staff will be assigned to local hospitals or interim health services facilities.
 - If OHSU remains open, critical function staff will remain on site 24/7 to serve patients until they can be relocated.
- Communication between staff is critical while cell towers are down.
- Additional information needed:
 - Are all sectors of service providers operational? What do they need to be operational?
 - What health services are still available? How do people access those services?

SCENARIO: INTERMEDIATE RECOVERY

The group was shown a slide illustrating the scenario impacts for intermediate recovery:

- Some previously developed areas are permanently uninhabitable due to liquefaction and subsidence.
- Population losses and funding gaps have caused inequity in rebuilding.
 - Some communities struggle to provide public services and resources.
- People are experiencing mental health trauma, financial hardship, and a sense of loss.

Ms. Winship asked the group to consider how to identify the needs and plan to meet the needs of the whole community, specifically in regards to the following questions:

- What are your staffing needs?
- What kind of information do you need?

- Where are you getting your information?
- Are your coordination processes going to change?
- What capabilities do you have or need to track and evaluate projects?
- Are your planning and financial management processes going to change?

Below is a summary of the comments and discussion regarding intermediate recovery:

- RDPO, some existing Metro committees (JPAC and policy committees), and regional housing groups need to coordinate to community policy information.
- Engagement:
 - Direct the engagement process to include community members in specific projects.
 - Engage the public in decisions regarding community recovery.
- Communication and messaging:
 - Coordinated and consistent messaging is needed to avoid different messages coming from different politicians.
 - Develop messaging that demonstrates recovery efforts, provides hope, and encourages people to stay.
 - Communicate what residents are permitted to do to recover, and set restrictions that prevent harm to the regional recovery efforts.
 - Celebrate accomplishments to raise community spirit and well-being.
- Staffing:
 - Emergency management staff engagement will be limited.
 - Economic and community development organizations and experts will be necessary.
 - Focus on retaining recovery staff and identify how to reduce stress on recovery staff and keep them motivated.
 - Staff will need compensation for their work.

SCENARIO: LONG-TERM RECOVERY

The group was shown a slide illustrating the scenario impacts for intermediate recovery:

- Leadership and civic participation have waned.
 - A large amount of work is still needed to meet recovery goals.
- Larger businesses have returned and regional economy has improved.
- Some communities have not recovered well and struggle to return to pre-disaster status.

Ms. Winship asked the group to consider how to identify the needs and plan to meet the needs of the whole community, specifically in regards to the following questions:

- What are your staffing needs?
- What kind of information do you need?
- Where are you getting your information?

- Are your coordination processes going to change?
- Are your planning and financial management processes going to change?

Below is a summary of the comments and discussion regarding long-term recovery:

- Focus on addressing the needs of displaced people and populations and encouraging their return to the region.
- Equity:
 - Conduct conducting an equity analysis to determine why some groups, communities, or areas are recovering faster.
 - Identify communities, areas, and businesses with the most need.
- Identify how to bring in resources for economic and community development.
- Coordinate between recovery staff and traditional city/county staff to ensure that existing plans are implemented and that recovery staff are not operating in a silo.
- Public engagement and messaging:
 - Share stories of achievement – when a business or community is thriving.
 - Engage the public to identify and address shifting needs.
 - Develop public messaging that explains varying speeds of recovery and what is being done to address the needs of communities that have not yet recovered.
- Consider and develop a plan for transitioning recovery staff into long-term employment.

SCENARIO: TRANSITION BETWEEN ALL PHASES

Ms. Winship asked the group to consider the following questions:

- Based on the processes and needs identified in each of recovery phases, how do we transition effectively to ensure all needs are met?
 - What type of “decision” is needed to move from one phase to another?
 - What information do you need to make this decision?

Below is a summary of the comments and discussion regarding the transition between the recovery phases:

- Private sector and public engagement is needed throughout all phases.
- Recovery offices and staff need to understand who is making decisions, especially when conflicting direction is coming from different counties and agencies.
- All community members will participate in recovery, not just recovery staff. Emphasize individual agency to promote personal and community well-being.
 - Community participation will shift throughout the phases.
- Maintain identification of lessons learned and adjust the course of recovery as needed. Capture lessons from all phases, understanding that this will be difficult during short-term recovery.

Wrap-Up and Next Steps

Ms. Winship briefly reviewed the process for developing the Portland Regional Recovery Framework, as well as the schedule of future workshops. She noted that the Recovery Support Function (RSF) workshop for infrastructure might require a longer meeting or need to be split into multiple meetings to cover the topic.

Ms. Winship asked the group to complete their Participant Feedback Form before thanking them for attending and closing the meeting.

A summary of the Participant Feedback Forms can be found below.

Participant Feedback Form Summary

A total of **five** people submitted Participant Feedback Forms.

1. How beneficial was this workshop in helping you understand the recovery process?

Not beneficial	Still need more information	Beneficial
1	0	4

2. How likely are you to attend future workshops to continue to build out specific functions of the Regional Recovery Framework?

I will not attend	I may not attend	Unknown	I may attend	I will attend
0	0	1	0	4

3. Which Recovery Support Function workshops are you planning on attending?

Community and Capacity Building	4
Land Use and Redevelopment Planning	3
Economic	3
Health and Social Services	5
Housing	3
Infrastructure	4
Natural and Cultural Resources	4

4. Is there insight you would like to share that was not discussed during the workshop?

Below are the unedited comments submitted by the workshop attendees:

- Work felt cookie cutter (off the shelf) – not tailored. Felt slides information was the same as National Framework and could/was pulled from that entity. Facilitator should listen to comments and incorporate as appropriate. Felt push back from contractor.
- Something may come up later, but I thought there was an excellent amount of time to think and speak.

5. Who else should we engage in this process for future workshops?

Below are the unedited comments submitted by the workshop attendees:

- City policy-makers – guided exercise like this one!