<Jurisdiction>

Pre-Disaster Recovery Plan

Month Year

<Jurisdiction Department/Agency>

*This cover page should be in the same format and template in place for the jurisdiction and/or department/agency*

# Recovery Plan Template Structure and Instructions

In each section of the template, there are instructions***,*** sample verbiage, and references to supplemental materials such as job aids that might be helpful in gathering data necessary to develop the pre-disaster recovery plan.

*Instructions are in “call out boxes” such as this and guidance is written in italics to distinguish it from other parts of the template. These instructions should not appear in the final plan.*

* Sample verbiage or language is provided to assist in developing the plan. The sample language provided in the template should be **expanded, deleted, or modified** as necessary to fit the needs of the department/agency using the template. This includes tables, charts, checklists, or other tools within the template.
* Areas where inserting the jurisdiction or department/agency this RSF annex is applicable to are highlighted in red text.
* The RSF annex supplemental materials such as interview questions and job aids were created to help identify information needed in the development of the RSF Annex. They are primarily tools to assist in gathering raw data that should then be summarized for entry into the plan.
* Please customize the template by utilizing appropriate logos or seals and to the normal structure of plans in your jurisdiction.
* Finally, please add acronyms and definitions into the glossary that reflect the relevant terms used by your agency, using the table provided in the plan, and then removing the borders.

# Letter of Agreement/Signature Page

*This section is to provide an overview of the main goals of the document and show that it has senior leader approval for implementation. By dating the annex as well, it provides a reference to the lifespan of the plan for maintenance purposes. This is not mandated and can be tailored to fit whatever you typically do when getting senior leader approval of a plan.*

Certifying agreement to this plan represents a commitment by the leadership of <Jurisdiction> during disaster recovery efforts. By signing this Letter of Agreement, the <jurisdiction> <insert emergency management office> agrees to the following, as appropriate:

* Engage in coordinating recovery operations including disaster operations defined by this, the <Jurisdiction> Recovery Plan;
* Support the development and coordinate the implementation of recovery goals and objectives for <Jurisdiction> following a disaster;
* Engage in information and resource coordination for <jurisdiction> departments and agencies to support recovery efforts;
* Engage in coordinating <jurisdiction> departments and agencies in planning and preparedness activities to support recovery efforts;
* Support relevant training and participate in exercises; and
* At a minimum, this plan is reviewed to ensure it is maintained and can be utilized to support disaster recovery efforts, in cooperation with the <Jurisdiction> Emergency Operations Plan.

\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Date

Director <Name>

<Jurisdiction> Department of Emergency Management/Services

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# Record of Changes

Updates to the <Jurisdiction> Recovery Plan are documented in the table below.

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# Acronyms and Definitions

The following acronyms and definitions reflect only those acronyms or terms used in this document:

* To be developed upon completion of the plan.

# Primary Agencies

The primary <department, agency, office> responsible for the implementation and coordination of this <Jurisdiction> Recovery Plan is the <insert Jurisdiction emergency management office>.

# Supporting Departments, Agencies, and Organizations

The following <Jurisdiction> departments/agencies, private sector, non-profit, and/or faith-based partners that support <insert Jurisdiction emergency management office> in post-disaster recovery operations include but may not be limited to:

* *Dept./Agency(or Recovery Support Function)*
* *Dept./Agency(or Recovery Support Function)*
* *Dept./Agency(or Recovery Support Function)*

# Mission Statement

*This section explains the overall goal and reason the pre-disaster recovery plan is being written.*

Ensure the ability of <Jurisdiction> to recover from a catastrophic incident by engaging all necessary local, state, federal, private sector, and voluntary, faith-based, and nongovernmental agencies in order to address the needs of the jurisdiction’s residents, visitors, and communities.

# Purpose

*This section explains why the department/agency is developing an RSF annex to the jurisdiction recovery plan. It explains the overall purpose of the RSF and the purpose of the plan.*

The purpose of the <Jurisdiction> Recovery Plan is to provide strategies and procedures for coordinating a <Jurisdiction, (county, city, state)>-level effort to recover from the effects of a disaster. The plan describes the roles and responsibilities of the <Jurisdiction> departments/agencies during post-disaster recovery operations, including coordinating <Jurisdiction>-level recovery operations, and supporting information and resource sharing. Additionally, the Recovery Support Function Annexes to this plan outline the specific roles and responsibilities of the <Jurisdiction> departments/agencies with leading/supporting roles in disaster recovery operations. This plan complements the Emergency Operations Plan (EOP), and is consistent with the <insert State plan if applicable> and is built on guidance from the Federal National Disaster Recovery Framework (NDRF). This plan supports and supplements the <Jurisdiction> Emergency Operations Plan (EOP).

The <Jurisdiction> Recovery Plan establishes the foundation for the relationships needed to support recovery efforts across all levels of government and with the public and private sectors, and it defines the roles and responsibilities of recovery partners. This plan seeks to minimize the financial impacts of a disaster and expedite the reimbursement process by outlining the processes and procedures for managing recovery efforts.

# Scope

*This section details the applicability of this plan to the department/agency and includes information such as the times during which the plan is in effect, its distribution, and the awareness that this plan does not supplant department/agency SOPs and common sense. It also describes generally the agency’s mission and goals of the plan.*

The plan applies to pre and post-disaster recovery operations following a disaster impacting <Jurisdiction> This plan applies to all <Jurisdiction> department/agencies with roles in recovery operations.

This Recovery Plan and its supporting annexes are activated by the <Jurisdiction> Disaster Recovery Manager. Recovery operations are locally driven and will be managed in accordance with <Jurisdiction> plans, procedures, and authorities. The <Jurisdiction>will set the procedures and methods for community recovery.

*While providing a structure with procedures and guidelines, at no time is the <Jurisdiction>Recovery Plan intended to inhibit the use of experience and common sense by <Jurisdiction>leadership and staff, <Jurisdiction>department/agency representatives, or other organizations and businesses, when determining the actions and resources needed to restore, strengthen, and revitalize infrastructure and housing; the economy; government, voluntary, nonprofit, faith-based, and business operations; and the health, social, cultural, historical, and environmental fabric of communities impacted by a catastrophic incident. The details described in this plan may or may not apply to specific situations. <Jurisdiction>employees must use their discretion in each situation to determine the best course of action. Procedures listed in this plan serve as guidance, but are not intended to replace the best judgment of those who are directly handling a specific disaster recovery-related task.*

# Objectives

The primary objective of this plan is to reinforce, formalize, and institutionalize a process for ongoing coordination during disaster recovery operations. This plan will support <Jurisdiction>-level Disaster Recovery Operations and serve as the foundation for coordination between <Jurisdiction>, Regional, and State-level Recovery Operations. This plan provides the overarching short-term, intermediate, and long-term recovery goals and activities of the <Jurisdiction> by utilizing the Federal Emergency Management Agency (FEMA) recovery mission area core capability targets as examples. It is understood that as recovery is an evolving process, some objectives may be completed out of order or through the support of other <Jurisdiction> departments and agencies.

*This section details the objectives of this plan and additional objectives that support the completion of the primary objectives.*

### Additional Objectives

Additional objectives of this plan include, but are not limited to:

* Identifying procedures and operations for achieving set recovery milestones, and the restoration of affected <Jurisdiction> services;
* Identifying the roles and responsibilities of various <Jurisdiction> departments/agencies recovery operations;
* Identifying supporting partners of <Jurisdiction> that can support and facilitate the overarching and incident specific recovery objectives set forth by the <Jurisdiction>.

Other examples may include:

* Be prepared and be proactive
* Establish and maintain the Jurisdiction’s leadership role
* Leverage the private and non-profit sectors, using existing relationships
* Promote legitimacy and credibility
* Build on existing deliberative plans and asset identification/prioritization
* Ensure sufficient financial reserves
* Provide effective command and coordination
* Maximize funding opportunities
* Communicate effectively
* Promote mitigation and foster resilient redevelopment and construction
* Maintain and enhance the Jurisdicton’s economic base
* Sustain social and human services, public safety, and health services
* Provide and/or ensure quality housing
* Sustain lifelines and restore infrastructure and public facilities

# Facts and Assumptions

*This section details the facts and assumptions related to recovery operations and the assumed processes that the local jurisdiction will undergo during a disaster recovery. These can be edited, expanded, or deleted if necessary*

## Facts:

* Nothing in this plan alters or impedes the ability of the <Jurisdiction>to carry out its specific authorities or perform its responsibilities under all applicable laws, executive orders, and directives.
* This plan does not alter the existing authorities of individual <Jurisdiction> departments/agencies and does not convey new authorities.
* The <Jurisdiction>can determine its needs based upon its capabilities, gaps, and strengths.

## Assumptions:

* A disaster may occur at any time with little or no warning, and recovery needs will exceed the capabilities of the <Jurisdiction’s >government, as well as the private sector and voluntary, nonprofit, and faith-based organizations in the affected area.
* The recovery process will be indicated based on various triggering events, including:
	+ In anticipation of the need for a disaster recovery effort (e.g., during a “pre-declaration” phase).
	+ When life safety concerns have been resolved, and a need for recovery is indicated.
* Recovery activities will occur both concurrently and at different rates, which will create challenges for meeting resource needs.
* Recovery is a scalable process, which will scale up as needs for resources are identified.
* Recovery efforts will require mutual aid, and outside assistance will be needed to help the community recovery.
* Some individuals or groups will be able to recover on their own, and some individuals or groups will need assistance to recover.
* It may be challenging to rebuild the community’s trust following a disaster.
* Debris removal will be critical, and the quantity of debris will likely exceed the <Jurisdiction’s >normal debris removal and disposal capabilities.
* A disaster will have financial/economic consequences that impact the recovery process.
* Damage to critical infrastructure/key resources caused by a disaster will impact the recovery process.
* Community members will be adversely impacted by a disaster (e.g., loss of income from work, damage to home/rental property, temporary or permanent displacement).
* Considerations will be made for people with disabilities and others with access and functional needs.
* Impacted communities and community members, including individuals, voluntary, nonprofit, and faith-based organizations, and businesses, will guide the recovery process and strategies for recovery.
* Voluntary, nonprofit, and faith-based organizations, as well as private organizations, will be essential to successful recovery operations (e.g., by providing support to the community or helping lead the Long Term Recovery Committee).

# Authorities and References

*Insert language about the authorities governing the jurisdiction’s authority and purpose for creation. Other information includes references used during development of this plan/annex that were used as best practices or examples.*

## <Jurisdiction>

* Relevant <Jurisdiction> Code Information
* Building Ordinances/Permits/Restrictions/Waivers
* Debris Removal Plan Reference
* Housing
* Economic Recovery Grants/Loans

## State of Maryland

Some of the State laws and regulations are included below:

* Annotated Code of Maryland, Public Safety Article, Title 14.
* Governor’s Executive Order, Executive Order 01.01.2013.06 (Maryland Emergency Preparedness Program).
* State of Maryland Consequence Management Operations Plan (CMOP)

The following sections of the Code of Maryland may be relevant, depending on the disaster:

* MD Code, Public Safety, § 14-111: A Local State of Emergency can be declared by, “the principal executive officer of a political subdivision.” Additionally, the declaration of a local state of emergency: “(1) activates the response and recovery aspects of any applicable local state of emergency plan; and (2) authorizes the provision of aid and assistance under the applicable plan.”
* MD Code, Public Safety, § 14-107: Additionally, the Governor shall declare a state of emergency, “[i]f the Governor finds that an emergency has developed or is impending due to any cause.” This can be done by either executive order or proclamation.

A declaration of a state of emergency by the Governor, “activates the emergency response and recovery aspects of the State and local emergency plans applicable to the political subdivision or area covered by the declaration.” It also allows for, “the deployment and use of resources to which the State or local plans apply” and “the use or distribution of supplies, equipment, materials, and facilities assembled, stockpiled, or arranged to be made available in accordance with this subtitle or any other law that relates to emergencies.”

# <Jurisdiction> Overview

*Provide an overview of the* Jurisdiction>, *including* *that will be useful during recovery, such as the form of government, the demographics of the jurisdiction, an economic overview, critical pieces of geography etc,., and any other information that would help support recovery-related decision making.*

<Insert general overview introduction language>

### Major Hazards

Note: this can be pulled from the Jurisdiction> HIRA.

### Geography

* Land area
* Elevation
* Major waterways
* GIS maps

### ***<Jurisdiction>*** Government

Insert information

### Demographics

* When the population peaks (time of year)
* General population overview (education/careers)
* Population of people with disabilities and others with access and functional needs

An estimated (XXX,XXX) people, or (XX) percent of the population of XYZ Jurisdiction>, are people with disabilities and others with access and functional needs. This plan seeks to be compliant with the Americans with Disabilities Act (ADA), and people with disabilities and others with access and functional needs will have access to all services provided under this plan.

* (XX) percent, have limited English language proficiency.
* (XX) individuals require in-home services.
* (XX) percent are transportation dependent, and would be impacted if transportation services and routes are impacted
* (XX) percent of the population has household pets; there are an estimated (X,XXX,XXX) total household pets.

### Economic Information

Insert.

# Concept of Coordination

## <Jurisdiction> Recovery Organization

Disaster recovery begins at the onset of a disaster as life-safety and property conservation issues of response come to a close and operational control of the disaster is transferred to the established recovery organization. An established recovery organization is critical to effective management of disaster recovery operations and sets the objectives and pace for recovery operations. Recovery organizations should be large at first, encompassing many departments and agencies that play a role in disaster recovery operations. As recovery operations commence and initial objectives are met, some departments and agencies may not be required and new or existing partners may be elevated to larger roles. For this reason, recovery organizations are scalable in nature.

This organization is responsible for leading and supporting the recovery efforts of <Jurisdiction> following a disaster or local incident. This organizational structure is scalable and can be scaled up or down as necessary and appropriate <Jurisdiction> departments and agencies are identified as vital roles in recovery operations. The <Jurisdiction> Executive will designate a Local Disaster Recovery Manager who will serve as the coordinator of this organization and the departments/agencies serving as Recovery Support Functions (RSFs). RSF’s comprise the key functional areas of assistance as guided by the National Disaster Recovery Framework (NDRF). Their purpose is to support <Jurisdiction> by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and stakeholders.

Figure 1 below details the <Jurisdiction> Recovery Organization.

**This is one of the most critical pieces of a pre-disaster recovery plan. This graphic is meant to be large, encompassing as many functions/departments as necessary. The page can be landscaped if necessary**

*This section should be a brief description of the established Recovery Organization outlined in the < Jurisdiction> base Recovery Plan. Information to include in this section is suggested but not limited to:*

* *RSFs and the lead department/agency*
	+ *Including supporting departments/agencies/organizations/groups of the lead RSF*
* *Recovery organization governance structure such as the process for appointing the recovery manager*
* *Recovery organization communication flow*
* *If this information is covered in the Base Recovery Plan, it is appropriate to refer to that plan as this is an annex to that as well.*

EXAMPLE - Figure 1: <Jurisdiction> Recovery Organization

\*Designated by Jurisdiction Executive

### Jurisdiction Executive

<insert language about the roles of the jurisdiction executive>

* Responsible for appointing the local disaster recovery manager
* Convening <senior policy group, board of commissioners, etc.> to address policy decisions and support to the LDRM and recovery organization
* Work with the community to implement strategies and objectives for community planning <insert language about community advisory groups or councils> (communities often stand up advisory councils or groups to work with local elected officials)

### Recovery Manager

<insert language about the roles of the recovery manager, including the appointment process of the recovery manager>

* Responsible for coordinating the recovery organization and identifying appropriate jurisdiction RSFs
* Set objectives and timelines for recovery operations
* Communicate recovery operations and objectives with jurisdiction executives and local community groups
* Etc.

### Recovery Support Functions

<insert language about Recovery Support Functions, with detail on each RSF to follow in the sub-bullets> The following RSFs are adopted from the NDRF.

* Community Planning and Capacity Building RSF
* <These are NDRF RSFs, local jurisdictions often add others>
	+ Economic Recovery Support Function (EDA/Commerce)
	+ Health and Social Services Recovery Support Function (Department of Health)
	+ Housing Recovery Support Function (Housing Authority)
	+ Infrastructure Systems Recovery Support Function (Public Works/Roads/Etc)
	+ Natural and Cultural Resources Recovery Support Function (insert jurisdiction agency)
	+ Education (Education)
	+ On-scene security (PD)
	+ Unmet Needs (OEM)
	+ <Insert others as identified>

### State Disaster Recovery Coordinator

<insert language about the SDRC and role supporting local jurisdiction>

* Coordinate the State Recovery Organization in support of the <jurisdiction> recovery organization.
* Support the <jurisdiction> recovery as the liaison to FEMA and the Federal Disaster Recovery Coordinator (if applicable)
* Support the disaster declaration process on behalf of <jurisdiction>
* Etc.

### State Recovery Organization

The State Recovery Organization adheres to MEMS principles such that the location can be physical or virtual to support one or multiple impacted jurisdictions. The State Recovery Organization also has the ability to co-locate with a FEMA Joint Field Office (JFO) during large scale disaster recovery efforts. MEMA’s Executive Director has overall responsibility for the State’s recovery operations and appoints the State Disaster Recovery Coordinator (SDRC) who builds out the State Recovery Organization. The figure below represents the Maryland Recovery Framework.

 

Figure 2: Maryland Recovery Framework

The appointed local disaster recovery manager works with the SDRC and State Recovery Organization to utilize State resources and support, and if applicable, request a Presidential Disaster Declaration. When granted, a Federal Coordination Officer (FCO) supports the local and state recovery organizations. The FCO coordinates federal assistance and is often supported by a federal Disaster Recovery Coordinator (FDRC). It should be noted that the federal government can be engaged during local and state recovery efforts prior to a Presidential Disaster Declaration.

## Long-term Recovery Structure

The determination as to how to manage the long-term recovery following a disaster will be dependent on the incident, but may include:

* Creation of a Long Term Recovery Committee
* State Office of Recovery

It may be required that <jurisdiction> standup a Local Office of Recovery to help coordinate local recovery efforts, particularly supporting community and individual resident needs. This office may include supporting departments/agencies. This role may also be facilitated by the Long Term Recovery Committee; however, a transition will need to occur to shift management of the recovery effort from the local government led effort.

* Additional details about this should group be discussed here

# Concept of Operations

*This section should be modified to fit the jurisdiction concept of operations for all the phases of recovery. The staffing, methods of communication and information sharing, and the recovery phases and corresponding objectives and activities are subject to the jurisdiction. It should be understood that recovery objectives and the activities that support them can change every incident. The short, intermediate, and long-term objectives and supporting activities will be developed based on the standard operating procedures and agreed upon roles and responsibilities and operations of each RSF and leadership.*

## Transition from Response to Recovery

The transition from response operations to recovery is a gradual process, the pace and timing of which depends upon the circumstances of the disaster. As response activities diminish, disaster recovery activities naturally begin. During this time period, direction and control of the State’s response operations are transferred from the SEOC Commander to the appointed State Disaster Recovery Coordinator (SDRC). The SDRC has the ability to activate the recovery SCFs and begin recovery operations by any one of the triggers listed above. The transition from response to recovery can be unclear at times during enhanced operations so in order to ensure an appropriate transition can occur, the following steps may occur as recovery operations begin:

* Completed life safety operations;
* Property conservation needs have been identified and met;
* Preliminary Damage Assessments (PDAs) begin locally and Federal PDA’s are requested.

Figure 4: Focus Areas of Recovery Phases

## Short Term Recovery

Short-term disaster recovery operations may overlap with response, and generally span the first days or weeks after a disaster; however, there is no pre-determined timeline for short-term disaster recovery. Short-term recovery operations continue to address the health and safety needs of disaster survivors that persist through the end of response operations. Additionally, operations in this phase are characterized by, but not limited to, activities such as restoring basic infrastructure and essential community services. Other focus areas of the short term recovery phase are but not limited to:

* Assessing the scope of the damage and conducting damage assessments and economic impact analyses;
* Submitting Public Assistance/Individual Assistance (PA/IA) and Small Business Administration (SBA) requests if applicable;
* Cleaning up and clearing debris from affected communities;
* Restoring critical infrastructure including transportation networks;
* Restoring essential community services such as basic medical services and emergency/temporary medical care,
* Supporting sheltering and feeding of displaced citizens; and;
* Begin the transition of shelter occupants out of shelters.

## Intermediate Recovery

Intermediate disaster recovery operations occur when vital services have been restored, and generally span the initial weeks and months after a disaster. Like short-term recovery operations, there is no pre-determined timeline for this phase. Intermediate recovery operations involve, but are not limited to, returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Additionally, intermediate disaster recovery operations are characterized by activities such as strategic planning to achieve permanent recovery measures as well as the beginning of a transition back to a community-driven recovery effort, such as a long term recovery committee or group, supported by Maryland VOADs and less emergency management direction. Other focus areas of the intermediate recovery phase are but not limited to:

* Providing interim housing to displaced evacuees leaving shelters;
* Repairing other damaged infrastructure systems;
* Providing ongoing medical care including continuity of care for damaged healthcare facilities;
* Coordinating with federal partners through the Presidential Disaster Declaration process, if applicable;
* Identifying mitigation opportunities and community resilience strategies
* Supporting the rebuild, reestablishment, and return of businesses; and,
* Identifying/Establishing an Office of Recovery or Long Term Recovery Group/Committee.

## Long-Term Recovery

Long-term disaster recovery operations involve ongoing recovery projects moving towards self-sufficiency, sustainability, and resilience. These operations generally span months and potentially years after a disaster and operations in this phase may involve the completion of a redevelopment and revitalization strategy and scope of work of the impacted communities. It is likely that in this phase, the established Office of Recovery or the Community Group/Long Term Recovery Committee will take control of the recovery effort and emergency management will return to normal operations, serving as a partner and liaison in long term recovery. Additionally, long-term disaster recovery operations may be involve activities such as rebuilding or relocating damaged or destroyed resources and helping ensure future community resilience (e.g., through mitigation projects, community development strategies, etc.). Other focus areas of the long term recovery phase are but not limited to:

* Developing permanent housing solutions for displaced residents;
* Reestablishing and creating resilient health care facilities;
* Implementing mitigation projects, strategies, and funding;
* Coordinating with Maryland VOAD and other non-profit organizations to support community needs; and,
* Implementing economic revitalization strategies and rebuilding resilient businesses.

## Demobilization of Recovery:

Long-term recovery may be demobilized when the community has returned to functionality, and upon the conclusion and closing of recovery grant programs. This transition may occur through the Office of Recovery or Community Group/LTRC with support from the <jurisdiction>.

# Plan Development and Maintenance

The plan will be updated every <#> years, unless the plan is utilized to respond to a real-world event or exercise, resulting in the identification of needed updates to the plan. Refer to the Emergency Operations Plan for additional plan development and maintenance requirements.

Additionally, After Action Reports (AARs) and Improvement Plans (IPs) from exercises or real-world disasters may identify the need for incremental updates to the plan and associated annexes.

# Appendix A: Local Declaration of a State of Emergency Template

#

*This section is optional; it may be desired to include template language for declaring a local state of emergency to facilitate the process faster*

# Appendix B: RSF Annexes

*The individual RSF Annexes will be written after completion of the base recovery plan and with coordination with the RSF lead.*