Part Four:

Disaster Recovery Plan

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PART FOUR: Disaster Recovery Plan

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Section 4.1 Overview and Administration

The recent disaster events in Larimer County have illustrated the essential need for comprehensive recovery planning across a wide range of disciplines, jurisdictions and stakeholders. The emergency phase of any disaster will have a variety of partners involved to assist with the rescue of community members, communications with the public, situational awareness on evolving events, and the mitigation of dangers associated with the event. The 2012 High Park Wildfire and the 2013 September Flood both illustrated that while response operations are ongoing, the needs of both short- and long-term recovery must be met as early as possible and will last long after the response phase has ended. These incidents confirm that no community is immune to disaster and reinforce the importance of recovery planning.

The Larimer County Recovery Plan describes the concepts and principles that promote effective recovery efforts. It identifies scalable, flexible and adaptable coordinating structures and it links local, state, and federal governments, the private sector and nongovernmental and community organizations that play vital roles in recovery. The plan also recognizes that significant challenges confront all recovery efforts, from a relatively localized incident requiring little support to a large-scale disaster that demands substantial resources. The plan, therefore, provides a flexible framework to handle all incidents affecting citizens and visitors of Larimer County.

Built as a document to provide a common understanding of roles, responsibilities and resources available for effective recovery, the Recovery Plan is designed for anyone who is involved in disaster recovery. The Recovery Plan lays the foundation for a collaborative recovery approach. This approach, known as the Whole Community concept of planning, requires that all aspects of a community – volunteer, faith- and community-based organizations, other non-governmental organizations, the private sector, and the public – work together. The teamwork enables communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these incidents, respond quickly, and recover in a way that sustains or improves the community's overall well-being.

The functions and concepts within the Larimer Recovery Plan generally align with those of the State of Colorado's Disaster Recovery Plan as well as the National Disaster Recovery Framework. As shown in Figure 1, sections of the Larimer Recovery Plan lay out its purpose, scope, and overall issues; provide context on approach and principles for the phases of recovery; and address functions needed to restore a community. In addition, annexes provide specific details on recovering from all natural, technological or human-caused incidents.

The Larimer County Recovery Plan is comprised of four parts:

- **Recovery Base Plan** – Explains the scope of the overall plan, defines authorities, and explains the general approach and assumptions of the Larimer Office of Emergency Management (OEM) during recovery. The Base plan is the overall plan by which the

recovery support plans, recovery operational annexes, the Initial Disaster Recovery Assessment and the phases of recovery operate.

- **Recovery Support Functions (RSFs)** – Comprise the Larimer Recovery Plan's coordinating structure for key functional areas of assistance. Their purpose is to support Larimer County by facilitating problem solving, improving access to resources and by fostering coordination among municipal, local, state and federal agencies, and nongovernmental partners and stakeholders.

- **Recovery Annexes** – Detail specific plans and procedures for recovery operations not already explained in other areas of the plan, or needing further explanation.

- **Plan Appendices** – Provide support to the base plan, RSFs and the Annexes

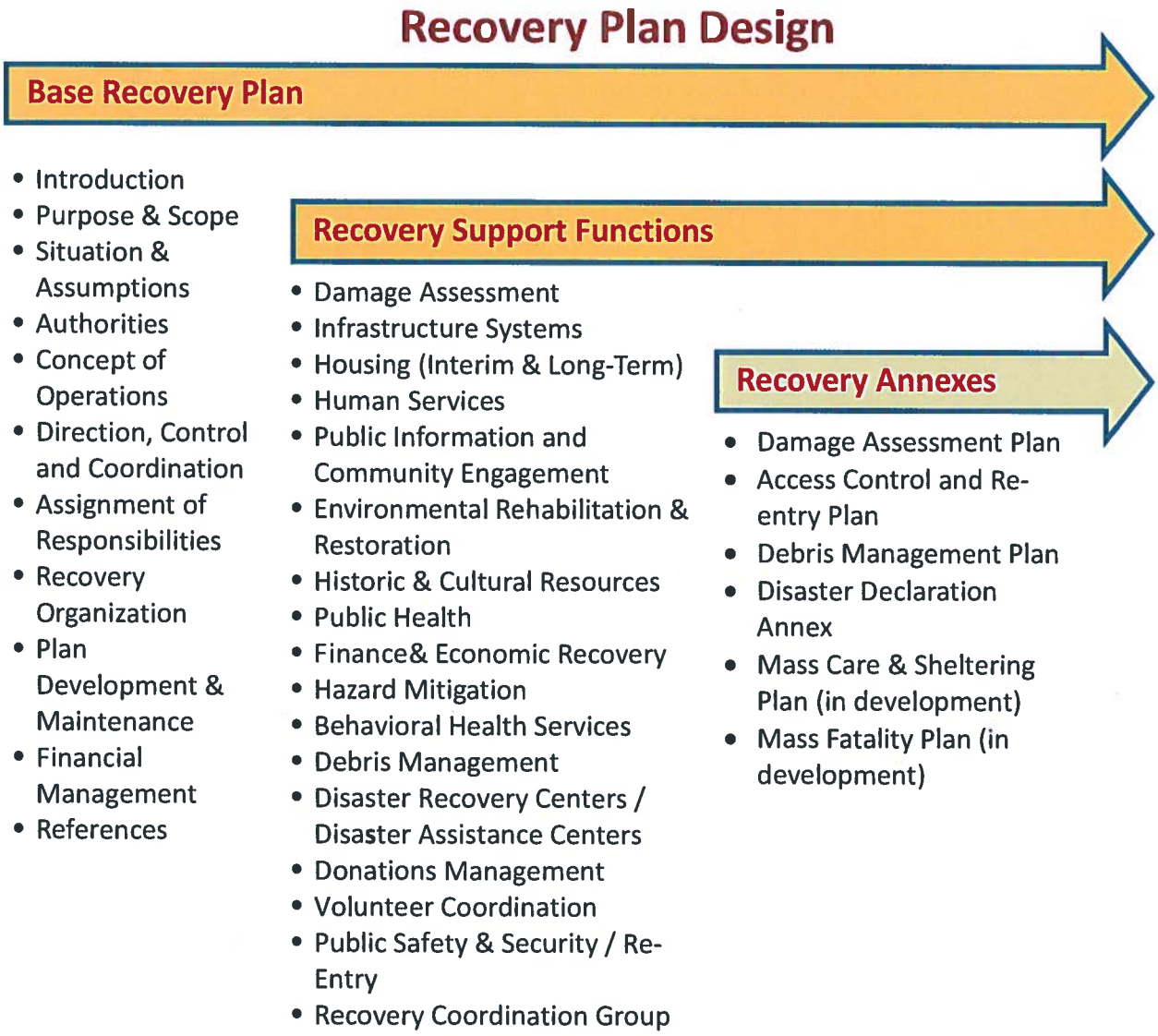

Figure 3.1: Larimer Recovery Plan Overview Template

Recovery begins with pre-disaster preparedness and includes a wide range of planning activities. The Larimer Recovery Plan clarifies the roles and responsibilities for stakeholders in recovery, both pre- and post-disaster. The ability of a community to accelerate the recovery process begins with its efforts in pre-disaster preparedness, mitigation and recovery capacity building. These efforts result in a community with an improved ability to withstand, respond to and recover from disasters. Timely decisions in response to disaster impacts can significantly reduce recovery time and cost.

Recovery encompasses more than the restoration of a community's physical structures to its pre-disaster conditions. Of equal importance is providing a continuum of care to meet the needs of the affected community members who have experienced the hardships of financial, emotional or physical impacts as well as positioning the community to meet the needs of the future. It also recognizes that when a disaster occurs, it impacts some segments of the population more than others.

The Larimer Recovery Plan also highlights the importance of disaster recovery activities that promote sustainability practices. These practices may reduce community vulnerability to recurrent disasters. Meeting these various needs — through strengthening the health and human services, social fabric, educational system, environmental sustainability, cultural resources and economic vitality — serves to enhance the overall resiliency of the entire community as the recovery progresses.

A successful recovery process requires unity of effort, which respects the authority and expertise of each participating organization while coordinating support of common recovery objectives. Common objectives are built upon consensus and a transparent and inclusive planning process with clear metrics to measure progress.

Section 4.2 Purpose and Scope

Purpose

The Recovery Plan is an all-hazards catastrophic recovery plan and is part of the Larimer County Comprehensive Emergency Management Plan (CEMP). It establishes a coordinated process for supporting community recovery efforts by defining county roles and responsibilities, providing guidelines for carrying out essential recovery functions, and outlining the process for delivering assistance from municipal, state, federal, nonprofit and private sector partners. The purpose of this Recovery Plan is to provide a framework for effectively managing county resources authorized by the Board of Commissioners to facilitate recovery from emergency and disaster incidents. This plan goes into effect upon declaration of a local disaster by the Board of County Commissioners or by decision of the Larimer County Office of Emergency Management in support of municipal, private and non-governmental partners.

The key goals of this plan are to

- Protect life, property, and the environment to the greatest extent possible
- Shorten the recovery timeline as much as possible
- Restore the impacted area to pre-disaster conditions (or better) if possible and a state of normalcy, often called a "new normal"

Scope

The scope of this plan includes recovery actions for incidents that may occur in Larimer County, which is a geographically diverse area organized around cities, districts, towns, and municipalities; and a population of over 300,000 spread over 2600 square miles.

Larimer County faces a variety of hazards as defined in the Hazard Mitigation Plan. Because of its diversity, the area is prone to tornadoes in the eastern communities and wildfires in the western mountains. The entire county is prone to other natural hazards, including severe winter weather, grass fires, and flooding. Additionally, a clear threat of human-caused disasters such as hazardous materials spills (either by rail or highway transport or at fixed facilities) and terrorist actions also pose a threat to loss of lives or key infrastructure. Depending on the severity, location, and timing of the specific incidents, each of these hazards could have devastating effects. For these reasons, this plan takes an all-hazards approach.

This plan has several limitations in its scope:

- It is not all-inclusive in that it is not possible to list every needed recovery action
- It does not address issues of immediate response or communications
- It does not address the specifics of federal assistance or federal funding streams that may be available. The Colorado Office of Emergency Management (COEM) is the lead state agency for administering federal disaster assistance programs and will support local jurisdictions to facilitate the process of applying for federal aid programs as they are available.

Section 4.3 Situation and Assumptions

This Recovery Plan considers the connection of response to recovery, the focus on resiliency, and the decision-making process needed when multiple jurisdictions must work together for a prolonged period. In addition, a number of assumptions and considerations must be taken into account across all phases and functions of recovery.

The Recovery Plan should be implemented immediately upon confirmation of an incident. Response plans will be put in motion first, and response operations will have priority. However, the complexity of recovery will require that recovery planning activities be started as soon as

possible. Efforts will transition to the priorities of recovery once areas are secure enough to begin initial disaster assessment. This assessment will determine the nature, magnitude, impacts, and scope of the incident. The information will allow decision makers to assign the appropriate priorities to response and recovery, activate community service networks, and request the most beneficial and necessary outside resources. The county is in a key position to consolidate data across multiple jurisdictions and create a comprehensive situational assessment. The assessment also serves to begin the emergency assistance and disaster declaration process necessary for effective recovery.

This Recovery Plan focuses on actions that will allow a community to be resilient. Disaster resilience can be described as a community's ability to cope with and recover from the impacts of a major incident. The resiliency of a community depends not only on the continuity planning of government agencies and businesses, but also on the preparedness of the community's individual citizens. A community is not resilient unless all of its sectors (such as hospitals, banking, and wastewater treatment) are resilient. Additionally, this plan focuses on the ability of Larimer County to strengthen and grow from disasters and emergencies. It is important to not only be resilient, but to also decrease the fragility of the community to future disasters.

During emergencies, local responders will likely be overtaxed and will need to prioritize their actions, thereby requiring community members to have individual and neighborhood action plans to assist in ensuring their safety. Larimer County strives to empower citizens to be able to take care of themselves and teach them how to strengthen their own personal capabilities. Each community is encouraged to evaluate its vulnerabilities and to consider the infrastructure and vital services it relies on. Educating individuals on mitigation practices can help alleviate some of the potentially long-term consequences of a disaster.

Citizens must also be aware of their surroundings, including the inherent risks associated with living in a hazard-prone area (flood zone, wild land interface, etc.). They must weigh this against other reasons for living in these areas and be prepared to take steps to remove themselves from harm's way as well as sustain themselves after a disaster strikes.

Whole Community

This Recovery Plan strives to use a Whole Community approach. According to FEMA,

> "Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built."

By incorporating the Whole Community concept into the recovery process, communities in Larimer County can address long-term recovery in a more effective and efficient manner. All

aspects of a community [e.g., volunteer, faith and community-based organizations; other non-governmental organizations (NGOs); the private sector, and the public] are needed to effectively recover from a catastrophic incident. It is critical that all stakeholders work together to enable communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these incidents, respond quickly, and recover as rapidly as possible in a way that sustains or improves the community's overall well-being.

The Whole Community concept begins at the individual preparedness level with individual, family, and community planning. Utilizing an inclusive process, and engaging community members from a broad spectrum, enhances recovery opportunities and actions. For example, the concerns of individuals with access and functional needs cannot be considered adequately without first engaging the community in the planning process. Also, government entities cannot recover without accessing private business and resources, NGOs, and volunteer communities. Each of these stakeholders is vital to the overall success of any recovery effort.

Multi-Jurisdiction Decision-Making

A wide range of functional areas are represented within the Larimer County Recovery System, including emergency management, law enforcement, fire services, special districts, public health, emergency medical services, hospital organizations, public works, and regional transportation. These functional areas are effectively integrated through a collaborative, multi-functional approach to planning.

When there are multiple jurisdictions vying for limited resources or when multi-jurisdictional policy-related decisions are needed, the Larimer County Policy Group will determine policy directives and the results of the process will be followed. This process centers on a process which includes local, state, and federal partners, NGOs, volunteer organizations, the private sector, and other partners involved in response and recovery that have the authority to make policy and decisions, allocate resources, and commit funds.

Key Considerations and Assumptions for Recovery Planning

Pre-disaster planning greatly improves a community's ability to successfully recover from a disaster. By identifying available resources, roles, and responsibilities, state and local officials will have the knowledge to better leverage assistance and coordinate with emergency management partners to maximize availability and use of those resources. Below are a number of the more significant considerations and assumptions that can be addressed during recovery planning. Some of these are repeated in more detail in other sections of the Recovery Plan.

- Recovery from a catastrophic incident may take months to years and will involve many governmental, non-governmental, private sector, and nonprofit organizations and partners.
- Large-scale disaster events may overwhelm the capabilities of state and local governments and result in the destruction of homes, businesses, transportation

infrastructure, public utilities, commercial telecommunications systems, and health and medical facilities.

- The recovery timeline can be shortened significantly by pre-disaster identification of resources that can improve the speed of operations and increase the capabilities of all levels of government, the private sector, and others involved in recovery.
- A catastrophic incident such as a natural disaster or a chemical, biological, or radiological incident may result in a significant number of casualties (potentially overstressing the healthcare and mortuary system), health care issues, and waste disposal concerns, and potentially devastating economic impacts.
- Any influx of volunteers and disaster workers will require housing, food, medical care, and other necessities. Larimer County may not have sufficient housing to accommodate the number of displaced people and the personnel managing the recovery operations.
- The facilities, systems, and/or human resources, like those of all entities in the affected area, will be impacted to some extent, which may limit military operations.
- Critical infrastructure may remain operable but could be damaged. Resuming and maintaining operations of locally identified critical infrastructure and key resources will be a priority for recovery operations.
- The recovery process should be transparent, to the extent possible, to ensure public trust and confidence.
- The news media may characterize the incident as being insurmountable. Social media coverage will be extensive and become both a positive and negative force in shaping public opinion.
- Evacuations may be required, and access to impacted areas will need to be controlled.
- For some incidents, a wide range and high volume of material and debris will require treatment or disposal.
- Large-scale emergencies have psychosocial impacts on the affected population as well as those involved in long-term recovery.
- An emergency or disaster can occur at any time and at any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.
- The recovery processes described in this plan are designed to assist survivors and their families, restore institutions that sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services.
- Local governments have primary responsibility for managing recovery efforts and preparing strategies to facilitate recovery. State and federal officials look to local and tribal government to clearly articulate recovery priorities to optimize the effectiveness of supplemental assistance.

- Recovery from a disaster occurs at the individual and community level, where strategies are formulated to overcome the impacts of the disaster, reestablish economic viability, and implement hazard mitigation measures.
- Factors which help support a successful recovery include organizational flexibility, interagency cooperation, informed decision-making, and coordinated public communication that is clear, consistent and continuous.

Experience with recovery in Colorado and in other states has demonstrated that marshaling resources to support local and county recovery strategies can be a complex, drawn-out challenge, requiring perseverance and resourcefulness on the parts of personnel from all government agencies and partner organizations engaged in recovery.

Section 4.4 Authorities

During a disaster the principal executive officer of the affected jurisdiction has the authority to declare a disaster and delegate authority or responsibilities to effectively manage disaster response under C.R.S. 24-33.5-701. The disaster declaration shall be promptly filed with the Larimer County Office of Emergency Management and the County Attorney's Office for record keeping. Once the disaster is declared, local ordinances, regulations, emergency policies and the implementation of the Larimer Emergency Operations Plan take effect.

The emergency declaration may extend to all or any part of the geographical area under the jurisdiction of the municipality, county, or special district. When a wide area disaster occurs the principal executive officers must determine how decisions will be coordinated if separate disaster declarations are declared.

If the emergency or disaster is beyond the capability of the affected jurisdiction to respond, a state of emergency can be declared by the governor through an executive order or proclamation. The Larimer EOC shall accumulate and prepare supporting documentation for the declaration through damage assessment and emergency support function information. In many cases, implementation of the State Emergency Operations Plan and access to State and Federal programs or funding are contingent on correctly following the declaration process in a timely manner.

Authority in Recovery

As the operational response transitions into recovery the principal executive officers of the affected jurisdictions retain authority, but the environment under which their authority exists changes. In recovery, additional authorities are introduced into the process from state and federal agencies creating a need for joint policy decision making. As the recovery process moves forward the local authority continues to assume a primary role and state and federal authorities assume a supportive role.

During recovery the local principal executive officer determines the recovery structure that best serves the recovery process and delegates responsibility to the department or organization with the capability to manage the recovery process. The authorities having jurisdiction for recovery are the Larimer County Office of Emergency Management, Larimer County Sheriff's Office, County Manager's Office and the Board of County Commissioners. Additionally, this Larimer Recovery Plan outlines the roles and responsibilities of all county divisions and departments in the execution of recovery tasks.

In addition, recovery may require modifications to codes and regulations to facilitate recovery for residents and businesses. A disaster declaration allows for the modifications without having to follow normal legislative procedures or established charters related to specific unmet needs of the community. The policy group and legal advisors determine when actions can be executed, how the process can legally permit action and what actions are allowed during a disaster under the provisions of the law.

Larimer County Authorities for Recovery

- Comprehensive Emergency Management Plan 2015
- Pursuant to the authority granted in Larimer County resolutions, the issuance of a declaration of a local disaster automatically empowers the chair of the Board of County Commissioners to exercise those powers as set forth in the Larimer County Disaster Policies and any and all of the disaster and emergency powers permitted by the state and by local laws and resolutions and shall activate all relevant portions of this Recovery Plan. Nothing in this plan shall abridge or curtail the authority of the Board of County Commissioners.
- The Board of County Commissioners exercises general direction and control of all Larimer County departments in emergency or disaster operations. The County Manager shall be responsible to the Board of County Commissioners for the coordination of all activities of offices, departments, and organizations in the execution of this plan.
- All elected officials exercise general direction in their offices and under the laws and statutes governing their positions. Independently, elected officials will endeavor to fully comply with this plan as detailed and as consistent with their statutory and constitutional obligations of office.

State Authorities for Recovery

- Colorado Disaster Emergency Act (Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes)
- Colorado Disaster Recovery Plan 2012
- Article IV, Constitution of the State of Colorado; entitled the *Executive Department*

Federal Authorities for Recovery

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988, amended the Disaster Relief Act of 1974, PL 93-288. This act

provides authority for response and recovery assistance under the Federal Response Framework and the National Disaster Recovery Framework, which empowers the President to direct any federal agency to utilize its authorities and resources in support of State and local assistance efforts.

- Disaster Mitigation Act of 2000, PL 106-390, provides the legal basis for FEMA mitigation planning requirements for local, state, and tribal governments as a condition of mitigation grant assistance.
- National Disaster Recovery Framework, September 2011
- National Flood Insurance Act of 1968 created the Federal Insurance Administration and made flood insurance available for the first time. The Flood Disaster Protection Act of 1973 made the purchase of flood insurance mandatory for the protection of property located in Special Flood Hazard Areas.
- National Flood Insurance Program and related programs, 44 CFR Parts 59-76
- The Common Rule, 44 CFR Part 13 - Uniform Administrative Requirements for Grants and Cooperative Agreements
- Federal Disaster Assistance for Disasters Declared after November 23, 1988, 44 CFR Part 206
- Establishment of the Department of Homeland Security, Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and other sections of the U.S.C.), with the mandate and legal authority to protect the American people from the continuing threat of terrorism.
- Flood Disaster Protection Act of 1973, Public Law 93-234, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings.
- Superfund Amendments and Re-authorization Act of 1986, Public Law 99-499, Part III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. 11001, et seq, which governs hazardous materials planning and community right-to-know.
- Hazardous Materials Transportation Uniform Safety Act (HMTUSA), Public Law 101-615, which provides funding to improve capability to respond to hazardous materials incidents.
- Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), Public Law 95-510, 42 U.S.C. 9601, et seq, the as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Clean Air Act Amendments of 1990, Public Law 101-549, which provide for reductions in hazardous air pollutants and risk management planning requirements.
- Price-Anderson Act, 42 U.S.C. 2210, Public Law 85-256, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Flood Emergencies, Public Law 84-99,33 U.S.C. 701n, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- Food Stamp Act of 1964, Public Law 91-671, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- National Historic Preservation Act, Public Law 89-665,16 U.S.C. 470, et seq, relating to the preservation of historic resources damaged as a result of disasters.

- Stewart B. McKinney Homeless Assistance Act, 42 U.S.C. 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 U.S.C. 4101, et seq, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Regal Community Development and Regulatory Improvement Act of 1994.

Ensuring Inclusion of All Community Members

Those who are engaging in recovery activities are covered by specific legal obligations that prohibit discrimination on the basis of race, color or national origin, including limited English proficiency, sex and age. These statutory and legal obligations include:

- Title V I of the Civil Rights Act of 1964, which prohibits discrimination or the denial of benefits on the basis of race, color or national origin, including limited English proficiency, under any program or activity receiving Federal financial assistance;
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), which prohibits discrimination on the basis of race, color, religion, nationality, sex, age, disability, English proficiency or economic status;
- Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, which requires Federal agencies to take reasonable steps to ensure meaningful access to limited English proficient individuals in their Federally conducted activities. The Executive Order also directs Federal agencies to provide Title VI guidance to recipients of Federal funds regarding the requirement to take reasonable steps to provide meaningful access to limited English proficient individuals;
- Fair Housing Act, which prohibits discrimination in housing based on race, color, national origin, sex, religion, disability and familial status by local, State and Federal government and private housing providers, and which requires recipients of Federal housing funds to take affirmative steps to promote fair housing.
- Age Discrimination Act of 1975, which prohibits discrimination on the basis of age under any program or activity receiving Federal financial assistance.
- Executive Order 12898 (February 11, 1994) Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations. Directs that each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations.

Section 4.5 Relationship to Other Plans

In Larimer County many jurisdictions have local emergency operations plans outlining the actions that will be taken during the response phase of any emergency. Additionally,

emergency responders work together on a regular basis to create response protocols, procedures, and agreements to ensure adequate response. What recent incidents and exercises have shown, however, is that recovery will be much longer in duration, will involve key players outside of the typical emergency responder community, and will include complexities not seen in any other part of emergency management.

Recovery planning is in its infancy across Larimer County, the State of Colorado and in the nation, but coordinating with other emergency disaster plans will be necessary for effective recovery. The following plans directly relate to concepts within the Recovery Plan and are referenced throughout the plan where applicable:

Local and Regional Plans

- Larimer County Comprehensive Emergency Management Plan, 2015
- Municipal, Special District, and community plans
- North East All-Hazards Regional Plans
- Northern Colorado Hazard Mitigation Plan
- Larimer County Continuity of Operations Plan

State Plans

- State of Colorado Natural Hazards Mitigation Plan
- Department of Housing Disaster Housing Plan
- State of Colorado Emergency Operations Plan
- State of Colorado Disaster Recovery Plan

Section 4.6 Concept of Operations

The concept of operations of this plan is based on the premise that the capabilities and resources (including those of mutual aid) of either incorporated and/or unincorporated areas of the county are exceeded by an emergency or disaster event, thereby requiring the assistance of Larimer County government. Such assistance will be provided by county divisions and departments operating as part of an effort coordinated by the Office of Emergency Management, operating on behalf of the Board of County Commissioners and the Larimer County Sheriff. The Commissioners may request assistance from the state and federal government if the capabilities and resources of the county are exceeded.

Disasters and other large-scale emergencies are rarely confined to one jurisdiction, so a multi-jurisdictional effort will be required to manage such incidents. When municipal emergency operations are insufficient, the county is considered the next resource in disaster management. If the effects of a disaster or emergency require Larimer County to seek outside assistance, the assistance provided shall supplement, not replace, the operations of the Larimer County offices or departments involved.

Recovery Continuum

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress.

Disaster response and recovery does not result in clear start and stop points in time, but is instead a continuum of preparedness, response, and recovery operations. While there are points of intersection along this continuum, for purposes of this plan, and the supporting annexes, the phases, and agency responsibilities, will be discussed in terms of preparedness, response, short term, intermediate and long term recovery.

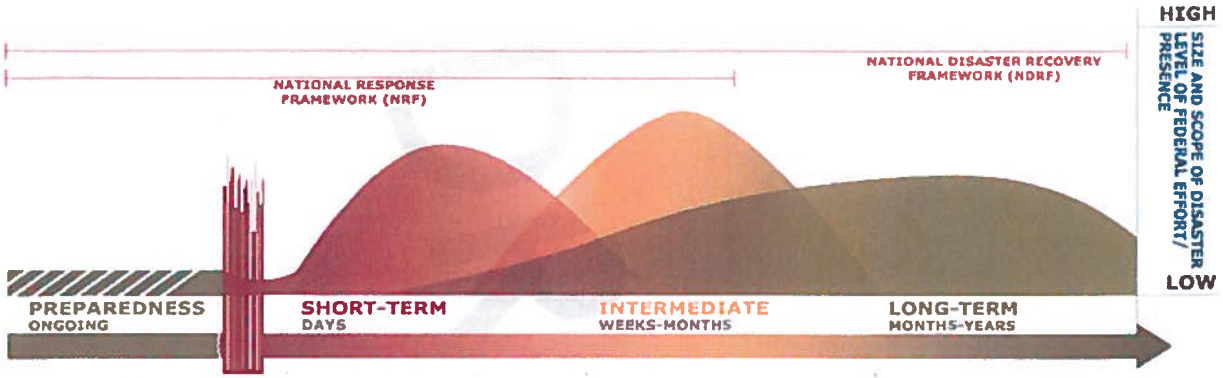

Figure 3.2: Recovery Cycle

Preparedness

Successful recovery requires informed and coordinated leadership throughout all levels of government, sectors of society and phases of the recovery process. It recognizes that local and state governments have primary responsibility for the recovery of their communities and play the lead role in planning for and managing all aspects of community recovery. The speed and success of recovery can be greatly enhanced by establishment of the process and protocols prior to a disaster for coordinated post-disaster recovery planning and implementation. All stakeholders should be involved to ensure a coordinated and comprehensive planning process, and develop relationships that increase post-disaster collaboration and unified decision making. Another important objective of pre-disaster recovery planning is to take actions that will

significantly reduce disaster impacts through disaster-resilient building practices. Larimer County strives to innovate and partner with municipal, state and federal governments, the private sector, and non-governmental organizations in working together to identify tools and resources, pre-disaster, that will serve to support and sustain disaster mitigation and recovery efforts.

Partnerships and collaboration across groups, sectors and governments promote a successful recovery process. Partnerships and inclusiveness are vital for ensuring that all voices are heard from all parties involved in disaster recovery and that all available resources are brought to the table. This is especially critical at the community level where nongovernmental partners in the private and nonprofit sectors play a critical role in meeting local needs. Inclusiveness in the recovery process includes individuals with disabilities and others with access and functional needs, advocates of children, seniors and members of underserved populations. Sensitivity and respect for social and cultural diversity must be maintained at all times. Compliance with equal opportunity and civil rights laws must also be upheld.

All community members must have equal opportunity to participate in community recovery efforts in a meaningful way. Care must be taken to assure that actions, both intentional and unintentional, do not exclude groups of people based on race, color, national origin (including limited English proficiency), religion, sex or disability. Care must be taken to identify and eradicate social and institutional barriers that hinder or preclude individuals with disabilities and others in the community historically subjected to unequal treatment from full and equal enjoyment of the programs, goods, services, activities, facilities, privileges, advantages and accommodations provided.

Response

A successful recovery is about the ability of individuals and families to rebound from their losses in a manner that sustains their physical, emotional, social and economic well-being. The restoration of infrastructure systems and services is critical during recovery. It is vital that all individuals who make up the community are provided with the tools to access and use a continuum of care that addresses both the physical losses sustained and the psychological and emotional trauma experienced.

During a disaster the EOC is generally going to be established. The primary function of the EOC is to provide support and coordination. There is a third function that is equally important, which is to initiate the recovery process and develop the recovery system. This begins with Community Recovery when the EOC activates (ESF 14), and includes the following responsibilities:

- Initiate and manage the Community Recovery Unit and required recovery elements
- Coordinate with damage assessment teams
- Collect damage assessment information
- Perform gap analysis and capability assessments of the recovery system
- Define unmet needs and coordinate with appropriate departments and agencies

- Establish a link with the State Recovery Coordinator
- Collect policy issues and prepare reports
- Coordinate with the ICS planning section to build recovery goals into operational plans
- Coordinate recovery messaging
- Interface ESFs with RSFs to develop concepts of recovery and develop a transitional plan for moving EOC Operations to RSFs
- Participate in the transition process with the EOC manager to move the EOC to a Recovery Center and demobilize the EOC

The Five Phases of Recovery

- Phase 1: Stabilization refers to the time immediately following the incident for immediate needs through the first 1-2 weeks. During the 24 hour to 2 week period, limiting and reducing unmet needs are the primary goals of stabilization. During this period an Initial Disaster Recovery Assessment (IDRA) is completed and the size and scope of the recovery system needed identified. Basic critical infrastructure needs are addressed during the stabilization phase.

- Phase 2: Transition refers to the days and weeks after the EOC demobilizes and becomes the Recovery Coordination Center (RCC) to support and coordinate recovery operations. This phase of recovery continues to address unmet needs, is interfacing with assessment teams, The State Recovery Coordinator, Initial Damage Assessment and Federal Preliminary Damage Assessment requirements. Operationally, health and safety, community engagement, public information and critical infrastructure repair will be the priority.

- Phase 3: Short-term recovery refers to the days and weeks after the incident. This phase of recovery addresses the health and safety needs beyond rescue, the assessment of the scope of damage and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources including restarting and/or restoring essential services for recovery decision-making.

  Examples of short-term recovery activities include:
  - providing mass care, including sheltering, food, water and other essential commodities for those displaced by the incident
  - providing disability related assistance/functional needs support services
  - conducting initial damage assessment of homes, businesses, critical infrastructure and essential services
  - clearance of debris from emergency transportation routes, debris removal and general clean up
  - repairing major transportation systems and restoring interrupted utilities, communication systems, and other essential services
  - dissemination of emergency instructions and information to the public
  - provision of case management and behavioral health services to address individual needs of disaster survivors

- implementation of a process for coordinating spontaneous, unaffiliated volunteers
- implementation of a process for managing undesignated donations, possibly including collection and distribution facilities and a multi-agency warehouse
- rescue and emergency care for pets and companion animals
- staffing and management of Disaster Recovery Centers (DRCs) to provide a one stop information and assistance center for survivors

- Phase 4: Intermediate recovery refers to the weeks and months after the incident. This phase of recovery involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

  Examples of intermediate recovery activities include:
  - establishing a post-disaster recovery prioritization and planning process, including formation of a long-term recovery and mitigation task force and preparation of a recovery strategy
  - continuing to provide case management and behavioral health services to survivors
  - providing accessible interim housing and planning for long-term housing solutions
  - ensuring that critical infrastructure priorities are identified and incorporated into recovery planning
  - reconnecting displaced persons with essential health and social services
  - developing an initial hazard mitigation strategy responsive to needs created by the disaster
  - completing assessments of natural and cultural resources and developing plans for long-term environmental and cultural resource recovery
  - establishing the Long-Term Recovery Group with VOAD and other partners to ensure long-term needs are met

- Phase 5: Long-term recovery refers to the months and years after the incident. This phase of recovery addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural and built environments; and a move to self-sufficiency, sustainability, and resilience.

  Examples of long-term recovery activities include:
  - developing and implementing disaster recovery processes and strategies and reflecting recovery planning and mitigation measures in the community's land use planning and management (comprehensive plans, master plans, and zoning regulations)
  - addressing recovery needs across all sectors of the economy and community and addressing individual and family recovery activities and unmet needs

- rebuilding to appropriate resilience standards in recognition of hazards and threats
- rebuilding educational, social, and other human services and facilities according to standards for accessible design
- reestablishing medical, public health, behavioral health, and human services systems
- implementing mitigation strategies, plans, and projects
- implementing permanent housing strategies
- implementing economic and business revitalization strategies

Section 4.7 Direction, Control and Coordination

Emergencies and disasters will be managed under the roles and responsibilities set forth in the Emergency Operations Plan and the Recovery Plan. Larimer County shall retain the responsibility for direction and control of its own operations, personnel, resources, and facilities when an emergency or disaster occurs. This Plan, and any necessary supporting annexes, shall be activated upon the issuance of a Disaster Declaration by the Board of County Commissioners, or their line of succession as dictated in the Larimer County Disaster Policies. Local disasters or emergencies not requiring a disaster declaration will utilize the concepts provided in this Plan to support recovery efforts. A disaster declaration is not required for the activation of the Emergency Operations Center or this Recovery Plan.

Declaring a Local Disaster / Emergency

Pursuant to the County Disaster Policies and the Colorado Disaster Emergency Act, C.R.S. 24-33.5-701, et seq.:

- A local disaster may be declared by the Board of County Commissioners or its line of succession as defined in the Larimer County Disaster Policies. It shall not be continued or renewed for a period in excess of seven days, except by or with the consent of the governing board of the political subdivision.
- The County is authorized to declare a disaster if the County finds that the County or any of its cities, municipalities, townships, special districts, or other part thereof is suffering from, or is in imminent danger of suffering, a natural or man-made emergency or disaster.
- A disaster declaration shall be the authority for the deployment, use, and/or distribution of any supplies, equipment, and materials assembled pursuant to the Larimer County Disaster Policies.
- Upon declaring an emergency or disaster, and unless the circumstances of the emergency or disaster prevent or impede this action, such declaration shall be promptly filed with the Colorado Office of Emergency Management and the County Clerk and Recorder.

Issuance of a Disaster Declaration will serve to activate the following:

- The Larimer County Emergency Operations Plan
- This Plan and all relevant policies, procedures, and agreements that are only available upon the issuance of a disaster declaration.
- The Larimer County Disaster Policies and all authorities as outlined within the policy.

Recovery Management Structure

Disaster recovery response begins immediately in a cooperative relationship with operational response. When the Emergency Operations Center is activated the Community Recovery and Mitigation Unit is immediately activated as part of the Planning Section. The recovery response will morph during a disaster and has three phases of existence:

- Emergency Operations Center
- Recovery Coordination Center
- Recovery Coordination Group

During the transition phase, Community Recovery in the EOC is demobilized and transfers all communication plans, damage assessment information, disaster declaration information, and recovery operational plans to the Recovery Coordination Center manager. The RCC Manager notifies all required Recovery Support Functions (RSF) that their recovery function is needed in the RCC. The EOC Manager and RCC Manager develop and agree on a transition plan to shut down the EOC and activate the RCC. Upon transfer of responsibilities to the RCC, the OEM Recovery Coordinator immediately goes to work on developing the Recovery Coordination Group (RCG) and notifying key staff of their roles and responsibilities. The RCG implementation plan shall be submitted within 24 hours of the RCC being established to the Larimer County Director of Emergency Management. Once the implementation plan is completed the Recovery Coordinator is responsible for notifying and communicating situational awareness, meeting information, recovery information based on need and in-briefing all RCG participants at the first meeting.

Role of Incident Management Teams in Recovery

Traditionally, IMTs manage response activities. In some instances, they have been involved in short-term recovery operations such as the Space Shuttle Columbia recovery mission and more intermediate recovery aspects such as housing and debris removal. However, the same decisions, processes, and problem-solving techniques are inherent to both response and recovery. Management by objectives and prioritizing resources and actions based on the goals of the governing officials take place in all incidents. Using proven Incident Command System tenets, an IMT is able to evaluate problems, identify goals, develop objectives, and then direct

operations to achieve the goal. IMTs are also very good at capturing situational awareness details, tracking resources and costs, and developing action plans so that everyone is following the same path. IMT members are proficient at thinking "outside the box" and finding ways to creatively solve problems. Team members also know the importance of finding the technical expertise that will allow them to be successful.

Logistical support and coordination is critical in any disaster. In the case of long-term recovery, even more equipment, supplies, specialized resources, and staffing will be needed. IMTs are practiced in setting up small cities in support of the incident. This expertise was invaluable in disasters such as 9/11 at the World Trade Center and Hurricane Katrina, where multiple IMTs of varying capabilities were called in to assist.

To be effective, IMTs require consideration of several key factors:

- **Know The Role of the IMT.** Recovery is a local, long term responsibility that requires the community to become engaged with government and policy groups. Recovery has many financial and political needs that only local leaders, communities and government know. The Larimer Recovery Coordination Center and the Recovery Coordination Group are the structures used to manage recovery and the IMT should work with this framework.
- **Authority to Make Decisions**. IMTs must be given the authority to make decisions on behalf of the agency having jurisdiction over the incident. An IMT coming in from another state or region has no authority to act without some type of delegation, mission tasking, or other formal permission given to the Incident Commander, allowing him or her to make decisions.
- **Access to Agencies Having Jurisdiction**. IMTs always work for a governing entity or entities. In a large-area incident where multiple jurisdictions are affected, it is critical that those jurisdictions work together to give the IMT unified and coordinated direction.
- **Logistical Support**. As mentioned before, IMTs are very experienced with setting up logistical support for large incidents. They understand resource typing, ordering, inspection, tracking, and demobilization. They also know how to provide food, housing, communications, and supplies for thousands of people over a long period of time.
- **Situational Awareness, Prioritization, and Planning**. In any disaster, and especially in catastrophic incidents, gaining situational awareness quickly and accurately is critical. Understanding what the situation is, what has been affected, and what resources are available drives the ability to prioritize both the response and the recovery. Once priorities have been identified, a plan can be put into place to send resources to those critical areas. Progress is evaluated by the IMT daily. Any adjustments can be made quickly to promote effectiveness and efficiency.

Type I and Type II teams can usually only be activated during a Stafford Act declaration. The exception to that is to manage wild land fires where other federal laws allow them to respond. Colorado has six established Type III Incident Management Teams that may assist Larimer County during response and recovery operations as needed. These teams are requested

through the State Office of Emergency Management through the Division of Homeland Security and Emergency Management.

Initial Disaster Recovery Assessment (IDRA)

The Initial Disaster Recovery Assessment is divided into three phase: (1) Primary, (2) Secondary, and (3) Tertiary assessments. IDRA takes place during an incident and focuses on addressing immediate lifesaving and life-sustaining needs called "Unmet Needs" as well as establishing a recovery plan for community recovery. The IDRA is effective if incident command can work with the EOC to coordinate damage assessment activities in high hazard areas and on the fringe of the controlled areas. In addition, the use of field/forward observers and first responders is critical. These resources should be made available in order for the IDRA to occur.

The IDRA is critical and should be considered a high priority for all IMT / EOC interface stakeholders. The rapid development of situational awareness and a common operating picture will facilitate resource acquisition, community support network activation and long term operational support to resolve the impacts of the disaster. If multiple operational periods are spanned before the assessments can be done there will be significant gaps created as the event continues to move through additional operational periods or moves from response to recovery.

The EOC Manager or representative shall connect with the Incident Commander or IMT Commander to set IDRA parameters. Items to agree on are the personnel authorized to perform the IDRA and obtain agreement on execution timelines for the three phases of the IDRA, and information sharing and communication of results.

Phase 1: Primary Assessment

- Area and causes of damage
- Hazards present
- Structures up or down in areas of the community or by grid
- Damage to facilities and critical infrastructure assessment
- Limited lifeline assessment- Injury and death potential
- Access issues and debris collection areas
- Less than 100% accurate information is to be expected
- Policy guidance is needed on release of information to the public
- Assessment is completed by forward or field observers and designated first responders
- Damage Assessment Team members will provide subject matter expertise at the Incident Command Post or in the Emergency Operations Center
- Use grid system and associated maps to coordinate assessment areas
- Use local IDRA primary assessment forms to collect data
- Establish data collection and information management process in Web EOC
- Coordinate with the EOC Community Recovery Unit Chief, who will assist in providing damage assessment reports to Planning Section personnel

Phase 2: Secondary Assessment

- Multi-disciplinary teams working in perimeter areas or controlled hazard areas Teams may be divided into two functional groups, Residential–Business and Public Infrastructure.
- Team leader from each discipline (determined internally by each department or agency) and an overall team leader for the secondary assessment are identified
- Everbridge notification (non-emergency) is used for initial activation. Follow-up message is sent specifying those disciplines that still need to respond.
- Use IDRA housing, business and public infrastructure data collection forms
- Field Observers still working hazard areas for additional information or changes to primary assessment data
- Start developing secondary detailed damage assessment processes, teams, and resolve coordination issues
- Estimate specific areas of damage, resource types and quantities needed
- Hazard growth potential or compounding effects
- Damage to roadways, bridges, telecommunications infrastructure, hospitals, water treatment, electrical and gas infrastructure
- EOC Community Recovery Unit works with reported information to develop guidance reports for policy group
- Information flow from field Damage Assessment to EOC, IC, Community Recovery Unit still TBD

Phase 3: Tertiary Assessment

- Field Observer focus on completing secondary data assessment points on interior controlled areas as possible.
- EOC Community Recovery Unit works with reported information to develop guidance reports for policy group

Recovery Coordination Center

The Recovery Coordination Center is established once the operational support and coordination is completed in the EOC. Disaster recovery is now officially the phase of operations where the focus will transition to support and coordination of short- and long-term recovery needs and priorities. The EOC is officially transitioned into the RCC and the organizational structure is now based on the Recovery Support Functions. The RCC is an operational until it is determined that the recovery structure is ready to be transitioned to the Recovery Coordination Group (RCG).

Recovery Coordination Group (RCG):

As the recovery process moves into phase 3 (short-term), phase 4 (intermediate), and phase 5 (long-term) recovery, the management structure moves out of the RCC into a Recovery Coordination Group. The RCG is assembled based on the Recovery Plan and the coordination function is transferred from the RCC to the RCG. Operational execution is coordinated and

managed at the division / department level with frequent reports communicated back to the RCG for policy and strategy development. The RCG is coordinated through the Office of Emergency Management.

The Recovery Coordination Group components include:

- Initial work in the Recovery Coordination Center
- Disaster Recovery Centers
- Recovery Support Functions
- Long-Term Recovery Group
- Community Structures- neighborhood groups and service groups
- Non-Governmental Groups and Faith Based Organizations
- Economic Systems- Chamber of Commerce, Business and Banking institutions
- Private Industry

This structure is designed to best maintain recovery efforts through the transition from the EOC to a final structure of the Recovery Coordination Group. It also provides the best structure to manage the recovery process through the phases of recovery and achieving the "New Normal".

The Recovery Coordination Group:

- Provides direct support and coordination of recovery efforts
- Coordinates the implementation of recovery plans
- Coordinates the recovery process
- Establishes goals and objectives for the Recovery Coordination Group
- Coordinates the Preliminary Damage Assessment process for State and Federal processes
- Performs gap analysis and capability assessments of the recovery system
- Defines unmet needs and coordinates with appropriate departments
- Collects policy issues and prepares reports
- Prepares RCG demobilization plans with the EOC Manager
- Coordinates recovery meetings
- Recovery transition and parts of short-term recovery are managed in the RCC

The RCG Facilitator:

- Determines structure and develops coordination plans
- Sets meeting dates, times and locations
- Records meeting minutes and prepares RCG reports
- Coordinates RCG decisions and communicates to departments / divisions for execution and follow-up
- Constantly conducts capability assessments and gap analysis
- Coordinates with the State Recovery Coordinator

- Provides updates on Federal Stafford Act declaration process
- Coordinates recovery activities and prepares an event specific recovery plan
- Coordinates recovery demobilization plan

Prioritization of Recovery

One of the first steps in the successful recovery of Larimer County will be to establish a prioritization working group that includes stakeholders from each jurisdiction to begin the process of determining priorities. This prioritization working group is part of the Recovery Coordination Group. Any decisions regarding the priorities of the county should be built on consensus from all involved.

Prioritization relies in part on information gathered during the damage assessment process and evaluation of the situation. Decisions regarding prioritization will likely be subject to extreme political and media scrutiny because there may be limited resources and personnel for catastrophic incidents and because of the high impact prioritization will have on the economic viability. Decisions should therefore be as inclusive and transparent as possible.

Initial priorities to focus on may include the following:

- Life safety
- Property protection
- Critical infrastructure
- Social needs
- Economic needs
- Environmental impacts

Section 4.8 Assignment of Responsibilities

Successful recovery depends on all recovery stakeholders having a clear understanding of pre- and post-disaster roles and responsibilities. In keeping with the Comprehensive Emergency Management Plan principles, clearly defined roles and responsibilities are a foundation for unity of effort among all recovery partners to jointly identify opportunities, foster partnerships and optimize resources.

Recovery responsibilities begin in the Larimer Emergency Operations Center with the EOC Community Recovery Unit and Emergency Support Function 14- Community Recovery and Mitigation. During the operational response it is the responsibility of the Community Recovery Unit to manage the disaster recovery process.

The process of recovery requires the following actions and should be reflected in the recovery plans created. The following process is the responsibility of the Larimer Office of Emergency Management to ensure it is implemented and maintained.

- Staff recovery structure per the Disaster Recovery Plan
- Define and acquire situational awareness for recovery policy discussions
- Determine the "new normal"
- Coordinate Debris Management
- Identify developing needs
- Define Economic impacts
- Identify Land use / zoning issues
- Define Cultural, Environmental and Historical impacts
- Identify Legal implications
- Conduct recovery coordination meetings
- Coordinate community engagement and community meeting schedule
- Coordinate tracking of recovery costs
- Perform constant recovery gap analysis and communicate results
- Initiate, coordinate, support and track the disaster declaration process and provide updates
- Coordinate community information and messaging
- Coordinate Public Assistance process
- Publish recovery reports and documents

Individuals and Households

Individuals and families need to plan and be prepared to sustain themselves in the immediate aftermath of a disaster. Those who prepare reduce personal stress, and they enhance their ability to undertake their own recovery and shape the future of their community's recovery.

The extent to which individuals and families adequately prepare for disasters has an impact on the success of the recovery. This includes carrying adequate insurance and maintaining essential levels of supplies, such as medication, food and water. Maintaining awareness of public information on the recovery process helps to eliminate confusion and uncertainty.

<u>Individuals and Families Pre-Disaster Checklist</u>

- Mitigate home vulnerabilities through mitigation efforts
- Develop an individual/family disaster preparedness and recovery plan, seeking assistance from service providers as necessary. See www.ready.gov
- Participate in ongoing community-wide planning initiatives, including those specifically focused on pre-disaster disaster preparedness, recovery and mitigation
- Provide community input on potential community disaster risks, potential impacts, and recovery planning through the use of voting, comment, organized efforts and other means. Community input should consider building codes, flood plain management, proposed developments and environmental and natural resources rule making initiatives.
- Purchase and maintain an appropriate and adequate level of hazard and flood insurance

- Assist others in obtaining planning guidance and tools
- Maintain supplies of food, water and battery-powered communications devices

Individuals and Families Post-Disaster Checklist

- Implement individual and family recovery plans
- Reach out to others who may need assistance
- Participate in post-disaster community recovery planning if possible
- Establish metrics to evaluate recovery progress and achievement of disaster recovery objectives for individuals and families
- Rebuild safer and stronger

Private Sector

The private sector plays a critical role in establishing public confidence immediately after a disaster. When the private sector is operational, the community recovers more quickly by retaining and providing jobs and a stable tax base. If local leadership and the business community work together pre-disaster and develop a conceptual recovery plan, the public is more likely to be optimistic about the community's ability to recover post-disaster.

Additionally, the private-sector owns and operates the vast majority of the Nation's critical infrastructure, such as electric power, financial and telecommunications systems. These entities play a major role in the recovery of a community or region as a whole.

Private Sector Pre-Disaster Checklist

- Build relationships with community emergency managers and other recovery officials to have an active voice in the recovery process
- Develop, test and implement business continuity and restoration plans. Take into account worker safety and health and potential employee unavailability or attrition due to a disaster.
- Educate and train employees to implement mitigation measures and preparedness activities consistent with business continuity plans
- Use internal communications channels to inform employees about preparedness efforts for work that address individual and family needs
- Carry adequate insurance to rebuild damaged facilities and to survive a disruption of work
- Incorporate mitigation measures in design and construction
- Mitigate risks from disasters by relocating from hazardous areas, hardening facilities and elevating critical infrastructure
- Identify products, services and technical assistance that would be needed for recovery. Align these needs with business sector resources that can be available in a post-disaster environment

- Participate and assume a leadership role in local recovery planning; articulate anticipated needs in a disaster and assist in identifying resources available to support recovery

Private Sector Post-Disaster Checklist

- Implement business continuity plans
- Communicate status of operations and supply chains as well as restoration challenges and timelines to local, state, or federal recovery managers
- When possible, support employees impacted by the disaster by providing critical information on the recovery process through accessible and multilingual internal communications efforts
- Provide volunteers, leaders, technical assistance, commodities and facilities as willing and able
- Participate in the Long-Term Recovery Group
- Form business recovery groups or task forces to assist one another and to communicate more effectively with government and community leaders
- Research available funding sources and types of funding; understand the application processes of assistance programs
- Assist small and local businesses in acquiring assistance
- Rebuild safer and stronger
- Establish metrics to evaluate recovery progress and the achievement of private sector disaster recovery objectives

Nonprofit Sector

The nonprofit sector plays a vital role in the recovery of impacted communities. Nonprofits include voluntary, faith-based and community organizations, charities, foundations and philanthropic groups as well as professional associations and academic institutions. The formidable value of the work of these stakeholders resides in community recovery planning, case management services, volunteer coordination, behavioral health and psychological and emotional support, technical and financial support, housing repair and construction that meets accessibility/universal design standards, and project implementation.

Nonprofit-sector support is provided by a range of organizations from small locally-based nonprofits to national organizations with extensive experience in disaster recovery. Nonprofits directly supplement and fill gaps where government authority and resources cannot be applied. Resourceful fundraisers, grantors and investors inject needed financial resources to meet recovery needs and obligations that otherwise are not funded by a government program. Many organizations originate from or stay behind in the impacted community to continue to mobilize support and provide services. Particularly in a large-scale or catastrophic disaster, they play a critical role in the implementation of an inclusive, locally-led recovery organization and process during the transition as federal and state recovery support recede and local leadership and community recovery organizations complete the mission.

Nonprofit organizations are critical for ensuring participation and inclusion of all members of the impacted community. Many nonprofits act as advocates for, or assistance providers to, a wide range of members of the community, such as individuals with disabilities and others with access and functional needs, children, seniors, individuals with limited English proficiency and other underserved populations. It is crucial that these individuals and families receive timely recovery information, participate in the recovery process and understand and have access to resources to achieve recovery.

Nonprofit Sector Pre-Disaster Checklist

- Build relationships with community emergency managers and other recovery officials to have an active voice in the recovery process
- Co-host stakeholder workshops in various accessible locations in the community to determine priority recovery issues that are informed by affected neighborhoods
- Incorporate mitigation in the design and construction of places of employment and promote mitigation to employees
- Implement lessons learned from disaster efforts into the planning process for the Larimer Voluntary Organizations Active in Disaster (VOAD)
- Actively participate in local pre-disaster recovery planning, articulating resources and capabilities and establishing partnership and support linkages with the VOAD
- Provide training related to post-disaster activities implemented by the organization
- Educate clients on the importance of mitigation strategies
- Establish systems and processes for nonprofit organizations, government agencies and individuals in remote areas to request post-disaster assistance

Nonprofit Post-Disaster Checklist

- Deliver recovery resources and support services to vulnerable and underserved groups, individuals and communities as necessary
- Participate in the Long-Term Recovery Group
- Provide emotional and psychological care; include training for caregivers
- Supply housing repair, reconstruction and rehabilitation services that comply with applicable building codes and standards, zoning regulations and design standards.
- Communicate and coordinate needs and capabilities to local authorities with the Voluntary Agency Liaison Specialists (VALS)
- Participate in the post-disaster community planning process
- Promote partnerships among all nongovernmental organizations (NGOs) conducting disaster recovery work
- Serve as subject matter experts (SMEs) on subjects based on agency experience – for example, offer techniques for the handling of unsolicited donated goods or unaffiliated volunteers
- Coordinate recovery programs and services with other entities involved in recovery including government emergency management officials to ensure a unified recovery process that maximizes effectiveness of the overall effort

- Establish metrics to evaluate recovery progress and the achievement of nonprofit disaster recovery objectives

County and Municipal Governments

County and municipal governments have the primary role of planning and managing all aspects of the community's recovery. Individuals, families and businesses look to local governments to articulate their recovery needs. Larimer County may become overwhelmed and need staffing, recovery expertise, leadership or other assistance. State and Federal officials work with Larimer County and its municipalities in the development and implementation of their plans and recovery efforts when needed and requested. Local governments also lead the community in preparing hazard mitigation and recovery plans, raising hazard awareness and educating the public of available tools and resources to enhance future resilience.

<u>County and Municipal Government Pre-Disaster Checklist</u>

- Lead local preparedness, pre-disaster recovery and mitigation planning
- Engage community mapping initiatives that visually depict or otherwise identify known vulnerable geographic areas and infrastructure systems, at-risk subpopulation groups, economically disadvantaged neighborhoods/communities, resource available areas, and projected post-disaster impacts
- Encourage individuals and families to prepare for their recovery
- Use internal communications channels to inform employees about preparedness efforts for work and that address individual and family needs
- Pre-identify a structure for managing recovery, including identifying duties of a Local Disaster Recovery Manager (LDRM) for managing recovery
- Establish agreements and mechanisms to address surge capacity needs
- Ensure plans, agreements and operational initiatives address the provision of disability-related assistance and functional needs support services
- Institute mechanisms for immediate post-disaster damage assessments (i.e., train community residents and business owners, recruit PDA volunteers, expand on Citizen Corps efforts) and develop a routine process for informing state officials about disaster impacts.
- Ensure compliance with local, state and federal civil rights obligations.
- Develop building and accessibility codes and land use standards as well as enforcement mechanisms which can reduce vulnerability to future disasters

<u>County and Municipal Government Post-Disaster Checklist</u>

- Organize, develop, implement and modify recovery, mitigation and land use plans as needed
- Appoint a Local Disaster Recovery Manager (LDRM) and define activities and duties
- Ensure integrated efforts across government offices, the private sector and nongovernmental organizations (N G Os) during the formulation and implementation phase of recovery projects and activities, including raising and leveraging recovery funds
- Lead efforts to restore and revitalize all sectors of the community, including local critical infrastructure and essential services, business retention and the redevelopment of housing units damaged, disrupted or destroyed by the disaster

- Manage rebuilding so that risk reduction opportunities are optimized and comply with standards for accessible design
- Communicate and coordinate with other levels of government involved in recovery
- Undertake an appropriate community planning process
- Establish metrics to evaluate and communicate progress and the achievement of local disaster recovery objectives to all populations

Colorado State Government

States lead, manage and drive the overall state recovery process and play the central role in coordinating recovery activities that include providing financial and technical support. States oversee regional coordination of recovery, set priorities and direct assistance where it is needed.

Colorado State acts as a conduit to Larimer County Government for key federal recovery assistance programs. In addition to managing federally-provided resources, Colorado State government may develop programs or secure funding that can help finance and implement recovery projects. Where additional needs exist, States can reassign existing internal resources to streamline and expedite recovery, such as forming a new or ad hoc State recovery agency. States play an important role in keeping the public informed through strategic messaging and working with all other stakeholders to provide an information distribution process.

<u>Colorado State Government Pre-Disaster Checklist</u>

- Implement the State recovery and mitigation plans
- Create and manage requirements and incentives for pre-incident disaster recovery preparedness and planning as well as hazard mitigation actions
- Ensure that updated and FEMA approved mitigation plans are maintained at the State level
- Identify recovery activities that are either primarily the responsibilities of State government or beyond the capabilities and/or authorities of local governments
- Identify responsibilities for the position of a State Disaster Recovery Coordinator (SDRC) or equivalent, and resources for State recovery support functions
- Provide technical assistance and training to local governments and nongovernmental organizations (NGOs) on State plans, programs and other resources for disaster recovery
- Ensure that adequate staffing and expertise are available
- Establish agreements and mechanisms to address surge capacity needs
- Implement applicable laws and regulations to protect the rights of community members to ensure physical, programmatic and communications access to preparedness activities and services so that preparedness information for underserved populations is available and accessible
- Develop and aid enforcement of building and accessibility codes and land use standards, which can reduce vulnerability to future disasters
- Support local area efforts to conduct immediate damage assessments and share information regarding damages

- Form a State-led Disaster Housing Task Force to develop a disaster housing strategy that outlines potential approaches in response to specific disasters
- Develop State Recovery Support Function (RSF)-equivalent recovery framework that addresses housing, economic, environmental, infrastructure, and health and social services needs – at a minimum

Colorado State Post-Disaster Checklist

- Implement the State recovery and mitigation plans
- Activate the State Disaster Recovery Coordinator (SDRC)
- Assess local government recovery needs and capacities for the specific incident and assist local governments and communities with identifying recovery resources
- Coordinate with local, tribal and federal governments and agencies, private businesses and nonprofit organizations to lead and coordinate state recovery planning and assistance to impacted communities
- Lead unified recovery efforts of state agencies, setting appropriate State policies to guide State agency activities as well as inform the application of Federal funding
- Receive, record and manage federal grant resources; ensure efficient, nondiscriminatory and effective use of the funds; enforce accountability and legal compliance
- Oversee volunteer and donation management and coordinate with Voluntary Agency Liaison Specialists (VALS)
- Facilitate and oversee an accessible and inclusive case management process
- Develop and implement strategies for raising and leveraging recovery funds through private investments, charitable donations and State sources such as emergency funds, taxes, fees and bonds that are within the State's authority to seek
- Provide timely and accessible public information and manage expectations, in coordination with local, tribal and federal stakeholders
- Enact new or existing exemptions to state laws and/or regulations to requirements that facilitate rebuilding activities and promote safer, stronger and smarter building
- Coordinate with Federal law enforcement to prosecute disaster-related fraud, waste, discrimination and abuse and recover lost funds
- Establish metrics in coordination with the impacted communities to evaluate recovery progress and the achievement of statewide disaster recovery objectives
- Ensure safety and health of state workers

Federal Government

The Federal Government can play a significant facilitative role in the development of urban and rural communities and their social infrastructures, and can leverage needed resources to build and rehabilitate many communities so that they are more disaster resistant and resilient.

When a disaster occurs that exceeds the capacity of state and tribal resources — or impacts federal property, other areas of primary federal jurisdiction or national security interests — the

Federal Government may use the *National Disaster Recovery Framework (NDRF)* to engage necessary and available department and agency capabilities to support local recovery efforts.

The Federal Government's supporting role is especially important during the early weeks after a large-scale disaster or catastrophic incident, when many local, state and tribal governments are overwhelmed with response and relief efforts. The duration and extent of Federal support is determined in part by the scale and enduring impacts of the disaster. The Federal Government's disaster recovery management and support systems must be scalable and adaptable so changes can be made quickly and effectively to meet the needs of the specific disaster.

Prior to a disaster, the Federal Government has a responsibility to assist local, state and tribal governments to prepare for recovery by providing guidance and tools for planning and preparedness activities. Although disasters and localities vary so widely that most recovery planning must transpire at the local level, some centralized planning and federal guidance or standards are necessary to ensure coordination of outside resources and assistance.

Federal Government Pre-Disaster Checklist

- Develop Federal Recovery Support Functions (RSFs) readiness for disaster recovery response
- Promote recovery preparedness by providing guidance to local, state and tribal governments and nongovernmental organizations (N G Os) on pre-disaster recovery planning
- Encourage use of steady-state grant programs for pre-disaster recovery mitigation, planning and preparedness activities that comply with Federal civil rights laws
- Conduct recovery preparedness planning, training and exercises based on Federal agency roles and responsibilities in disaster recovery
- Whenever possible, offer incentives to grant recipients to incorporate hazard mitigation, sustainability and natural and cultural resource protection techniques in any land use or infrastructure projects
- Provide leadership for national catastrophic incident recovery planning
- Facilitate the sharing of planning best practices and recovery plans adopted by various local and State jurisdictions
- Conduct education and outreach for disaster recovery programs and resources to potential recipients and other stakeholders
- Foster a culture of open government by incorporating the values of transparency, participation and collaboration into programs, planning and daily operations to include underserved populations
- Evaluate program effectiveness; remove regulatory barriers, incorporate lessons learned and best practices while leveraging innovative technologies to increase efficiency and propose and enact reform changes as necessary
- Explore research on effective methods that can be used at the local, State and Tribal levels

- Ensure Federal agencies, where permissible, require mitigation activities as a criterion for approving funding to local, State and Tribal governments
- Conduct education and outreach for mitigation, disaster recovery programs and resources to potential recipients and other stakeholders

Federal Government Post-Disaster Checklist

- Deploy a Federal Disaster Recovery Coordinator (FDRC) and activate and deploy Recovery Support Functions (RSFs) when determined necessary and establish a recovery coordination structure in close collaboration with affected local, State and Tribal governments
- Identify how federal programs can effectively address and support recovery needs
- Provide timely, accurate and accessible information to the public and manage expectations in coordination with local, State, Tribal and other stakeholders
- Monitor and make necessary adjustments to federal assistance programs and their delivery to more appropriately and timely address recovery needs of the affected local, State and Tribal communities
- Ensure transparency and accountability of Federal expenditures that aid disaster recovery
- Coordinate with the various State agencies and officials to ensure that they have an understanding of how to avoid duplicate payments and whom to contact at the various Federal agencies to answer related questions
- Participate in and support local, state and tribal recovery planning and mitigation efforts through technical assistance, expertise or other assistance as requested and needed
- Coordinate federal recovery efforts with private and nonprofit organizations in cooperation with local, State and Tribal officials
- Develop, or refine existing, metrics to evaluate recovery progress and the achievement of Federal disaster recovery objectives

Figure 3.3: Community-Focused Recovery, National Disaster Recovery Framework

All agencies

All agencies in this Plan, including elected officials & directors are responsible for the following:

<u>All Agencies Pre-Disaster Checklist</u>

- Develop and implement Continuity of Operations Plans (COOP) to ensure that essential government services are provided to the public
- Understand their agency's recovery responsibilities identified in this plan and assigning personnel to perform those functions
- Prepare standard operating procedures, guidelines, checklist, staffing patterns needed to meet the requirements identified in this plan
- Develop mutual aid agreements or intergovernmental agreements that are needed to meet their requirements identified in this plan
- Identify and inventory resources in the WebEOC system that are needed to meet the requirements as identified in this plan
- Consider access and functional needs (AFN) issues so that emergency response and recovery actions support the needs of people with disabilities, access and functional needs. This includes planning for children, the elderly, and households with service animals and companion animals
- Provide personnel to attend Recovery Coordination Center meetings, trainings, exercises

All Agencies Post-Disaster Checklist

- Report events and activities promptly to Emergency Operations Center or Recovery Coordination Center to ensure a common operating picture during and after emergencies
- Track time and equipment utilized for disaster response and recovery with the coding as provided by the Finance Department
- Utilize appropriate forms and follow appropriate procedures as established by the Finance Department

Section 4.9 Recovery Organization

Emergency Support Functions

Larimer County recovery actions are generally initiated at the Emergency Operations Center as Emergency Support Functions (ESFs) and are activated to support emergency response operations. The focal point at the EOC for initial recovery activities is ESF-14, Community Recovery and Mitigation. ESF-14 staff will document rapid damage assessment information, anticipate possible needs for resources, and notify recovery partners of the date/time for an initial meeting or conference call to provide updates and set protocols for future communications. Although most ESFs have a recovery element to their mission, some ESFs will stand down or dissolve at the time the EOC demobilizes or as soon as all tasks are accomplished. During interim and long-term recovery, many efforts initiated through the ESF organizational structure will be assumed by interagency working groups organized according to Recovery Support Functions.

Recovery Support Functions

ESFs may transition to Recovery Support Functions (RSFs), which have a longer duration than ESFs and are focused on more specialized tasks requiring technical expertise, such as economic redevelopment, environmental rehabilitation and housing development.

The objective of the RSFs is to facilitate the identification, coordination and delivery of recovery resources and efforts by local, state and federal governments, as well as private and nonprofit sectors. An additional objective is to encourage and complement investments and contributions by the business community, individuals and voluntary, faith-based and community organizations. These RSF activities assist communities with accelerating the process of recovery, redevelopment and revitalization.

Larimer County has identified the following 17 Recovery Support Functions, which help guide the recovery process:

- Behavioral Health Services
- Damage Assessment

- Debris Management
- Disaster Recovery Centers / Disaster Assistance Centers
- Donations Management
- Environmental Rehabilitation and Restoration
- Finance and Economic Recovery
- Hazard Mitigation
- Historic and Cultural Resources
- Housing (Interim and Long-Term Housing)
- Human Services
- Infrastructure Systems
- Public Health and Safety
- Public Information and Community Engagement
- Public Safety and Security / Re-Entry
- Recovery Coordination group
- Volunteer Coordination

For each Recovery Support Function, the recovery base plan lays out the recovery work units of each recovery support function and defines their scope, roles and responsibilities. The plan also includes key assumptions and considerations that must be addressed in the short-, intermediate-, and long-term for successful recovery. The expectation is that agencies and organizations will use this Recovery Plan to guide the development of recovery plans for their areas of responsibility.

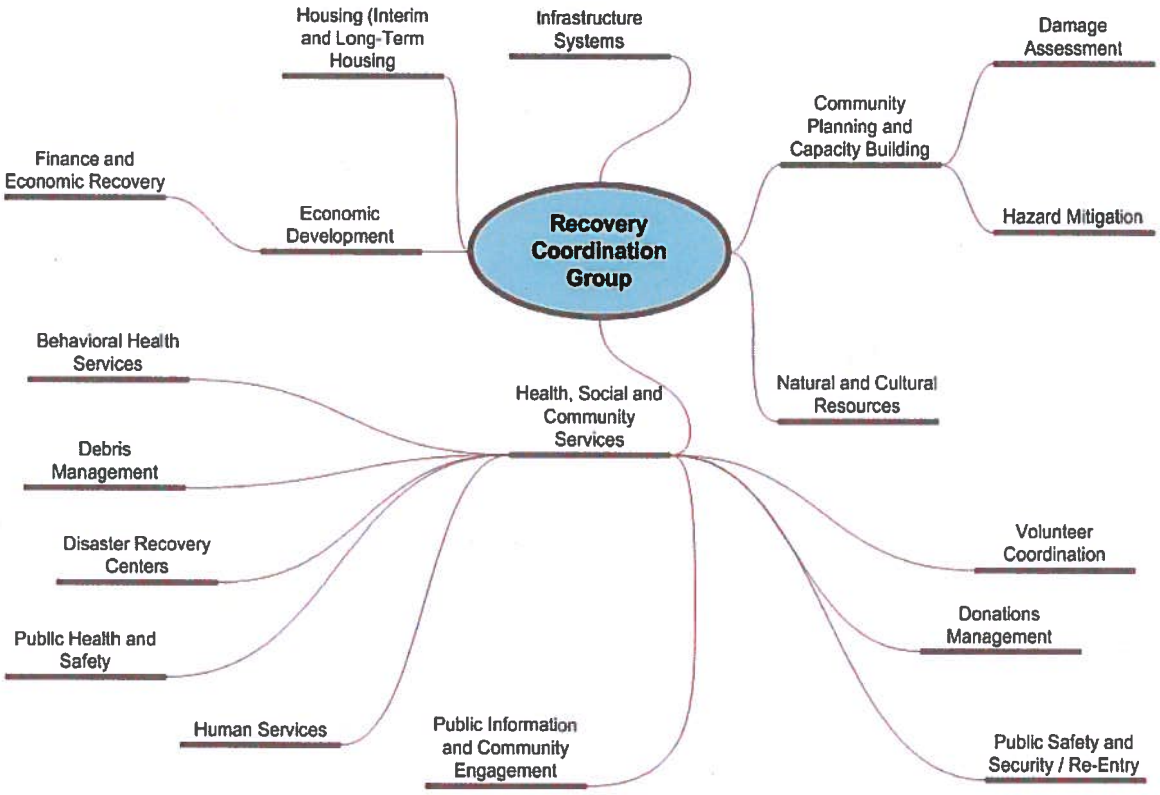

Figure 3.4: RSFs and their relationship to the Recovery Coordination Group

The Recovery Support Functions (RSFs) that have been identified in the Larimer Recovery Plan are those functions determined to be the most likely to impact the recovery process. The RSFs outline the key issues and considerations related to functional areas of recovery within each of the three phases of recovery. Each RSF includes a description of the key planning considerations and assumptions, as well as identification of the stakeholders and organizations that will have a role in implementing the specific function.

The objective of the RSFs is to identify relevant stakeholders and experts that will facilitate the identification, coordination, and delivery of assistance and resources to resolve recovery challenges. The activities within the RSFs assist communities with accelerating the process of recovery, redevelopment, and revitalization.

The RSFs that were identified as being applicable to the Larimer Recovery Plan align with RSFs included in the State Disaster Recovery Plan and the National Disaster Recovery Framework. Table 1 depicts the alignment between the RSFs for Larimer County and those at the state and federal levels.

Federal RSFs	State RSFs	Larimer RSFs
Community Planning and Capacity Building	Damage Assessment	Damage Assessment
	Hazard Mitigation	Hazard Mitigation
Economic Development	Economic Recovery	Finance and Economic Recovery
Health, Social and Community Services	Behavioral Health Services	Behavioral Health Services
	Debris Management	Debris Management
	Disaster Recovery Centers	Disaster Recovery / Assistance Centers
	Donations Management	Donations Management
	Public Health and Safety	Public Health and Safety
	Volunteer Coordination	Volunteer Coordination
		Human Services
		Public Safety and Security / Re-Entry
		Public Information and Community Engagement
		Recovery Coordination Group
Housing	Housing (Interim and Long-Term Housing)	Housing (Interim and Long-Term Housing)
Infrastructure Systems	Infrastructure Systems	Infrastructure Systems
Natural and Cultural Resources	Environmental Rehabilitation and Restoration	Environmental Rehabilitation and Restoration
	Historic and Cultural Resources	Historic and Cultural Resources

Table 3.1: Relationship of State and Federal RSFs to Larimer County RSFs

Relationship Between ESFs and RSFs

Recovery cannot wait until those occupied with response and short-term recovery activities have time and space to start thinking about recovery. A discrete and well-resourced recovery focus, operating at the same time as response activities, is established to ensure that communities transitioning out of response are positioned to find themselves ahead of the curve in organizing and planning for major reconstruction and redevelopment necessary for recovery.

As the level of response activities declines and recovery activities accelerate, the Community Recovery Unit in the EOC will engage with the Recovery Support Function (RSF) agencies to organize and coordinate recovery assistance. During this early recovery phase, the Community Recovery Unit and the RSF coordinators are working closely with Emergency Support Function (ESF) leads to share information about impacts, assistance provided and working relationships

at all levels. There is necessarily some overlap between the ESF and RSF missions, but as the ESF requirements diminish, and the recovery issues take center stage, the RSFs take over the residual ESF activities that are associated with recovery. The timing of the transition from ESF to RSF depends on the nature of the activity, and may vary considerably from RSF to RSF. The EOC Manager and/or the Larimer County Director of Emergency Management determine when a specific ESF is no longer required.

The Recovery Support Function (RSF) structure coexists with and builds upon the Emergency Support Functions (ESFs) under the Comprehensive Emergency Management Plan. RSFs are different from ESFs in that they have different mission objectives, partnerships, approaches, time spans and organizational structure; additionally, the players and skill sets involved may be different.

RSFs provide a coordination point for ongoing technical and financial assistance to affected communities. Like ESFs during response, RSFs facilitate the coordination and delivery of county assistance and provide a process for collaborating with recovery partners, including local, state and federal officials, businesses, volunteer/nonprofit organizations and faith-based groups. A comparison of ESFs with corresponding RSFs is provided below.

Emergency Support Function (ESF)	Corresponding Recovery Support Function (RSF)
ESF #1 Transportation	Damage Assessment, Infrastructure Systems, Finance and Economic Recovery
ESF #2 Communications	Damage Assessment, Infrastructure Systems
ESF #3 Public Works and Engineering	Damage Assessment, Debris Management, Infrastructure Systems
ESF #4 and #4a Firefighting and Wildland Firefighting	Public Safety and Security / Re-Entry, Hazard Mitigation
ESF #5 Emergency Management	Supports all RSFs
ESF # 6 Mass Care and Disaster Housing	Housing (Interim and Long-Term Housing)
ESF #6a Human Services	Human Services
ESF #6b Household Pets and Service Animals	Volunteer Coordination
ESF #6c Voluntary Organizations Active in Disaster	Volunteer Coordination
ESF #7 Resource Coordination / Logistics	Donations Management, Volunteer Coordination
ESF #8 Public Health	Public Health and Safety
ESF #8a Behavioral Health	Behavioral Health Services
ESF #8b EMS and Hospitals	Public Health and Safety
ESF #8c Fatality Management	Public Safety and Security, Public Health and Safety
ESF #9 Search and Rescue	Public Safety and Security
ESF #10 Hazardous Materials	Public Safety and Security
ESF #11 Natural and Cultural Resources	Environmental Rehabilitation & Restoration, Historic and Cultural Resources
ESF #11a Agriculture and Large Animal Response	Public Safety and Security
ESF #12 Energy / Utilities	Infrastructure Systems
ESF #13 Public Safety and Security	Public Safety and Security
ESF #14 Community Recovery and Mitigation	Disaster Recovery / Assistance Centers, Hazard Mitigation, Economic Recovery and Redevelopment, Public Information and Community Engagement, Recovery Coordination Group, Recovery Coordination Center
ESF #15 Public Affairs / External Affairs	Supports all RSFs
ESF #16 Schools / Universities	Public Safety and Security
ESF #17 Finance	Finance and Economic Recovery
ESF #18 Disability Services and Access and Functional Needs	Supports all RSFs

Table 3.2: Transition from ESF to RSF

RSF Roles and Responsibilities

Each Recovery Support Function (RSF) has a designated coordinating agency along with primary agencies and supporting organizations with programs relevant to the functional area. The RSF coordinating agency, with the assistance of the Larimer County Office of Emergency Management, provides leadership, coordination and oversight for that particular RSF.

Throughout the preparedness, response and recovery phases, the coordinating agency ensures ongoing communication and coordination between the primary agencies and support organizations, and between the local, state and federal authorities and nonprofit and private sector organizations.

An RSF primary agency is typically a county division or department with significant authorities, roles, resources or capabilities for a particular function within an RSF. Primary agencies orchestrate county support within their functional area for an affected area and may lead interagency field assessment or support teams as necessary. Support organizations are those entities with specific capabilities or resources that support the primary agency in executing the mission of the RSF. The principal distinction between a primary and a supporting agency is the frequency with which the agency may be expected to actively participate in a RSF operation. RSF agencies provide assistance when requested by the Director of Emergency Management or the designated Recovery Coordination Center (RCC) coordinator, consistent with their authority and resources, or as directed pursuant to the Comprehensive Emergency Management Plan, local resolutions, plans and ordinances, and state statutes.

When coordinating agencies are activated to lead an RSF, primary agencies and supporting organizations are expected to be responsive to RSF-related communication and coordination needs.

Scalability and Adaptability

The RSF coordinating structure is scalable and adaptable to meet different levels and types of needs, as well as specific recovery requirements of large to catastrophic incidents. Each of the RSFs has a pre-designated coordinating agency that works with the Recovery Coordination Center Manager to promote communication and collaboration among its members. This tiered leadership structure helps to accommodate the rapid surge of resources that may be needed to assist in large-scale or catastrophic incidents. Based on assessments and recovery management structures established by local, state and federal officials, only the RSFs that are needed deploy.

General responsibilities of lead and support agencies involved in carrying out RSFs include:

- Implementing the Larimer Recovery Plan and the recommended guidelines for each RSF
- Forging partnerships among local, state, and federal governments and communities, with emphasis on promoting recovery leadership at the community level

- Coordinating recovery activities and information-sharing among the participating individual partner agencies and organizations
- Ensuring transparency in the recovery effort
- Participating in the coordinated Joint Information System (JIS) to ensure consistency, accuracy and timeliness of public messaging
- Coordinating and supporting community-level disaster impact and recovery needs assessments
- Identifying funding and technical assistance to meet recovery needs (and maximizing the effectiveness of this assistance through proper sequencing and leveraging)
- Informing communities of available assistance programs, including eligibility requirements
- Facilitating resolution of recovery bottlenecks and challenges and advising county leadership of recovery obstacles stemming from local, state and federal policies, programs and processes
- Providing technical assistance for setting up local and county recovery organizations

Section 4.10 Special Considerations in Recovery

Rural Area Recovery Needs

Rural communities have particular needs following a disaster. Factors that may impact recovery in rural areas include: lack of local resources or management; large stretches of land that are thinly populated; and infrastructure dispersed across a vast stretch of land. These factors may make logistical endeavors challenging. Such communities may need a pre-disaster regional recovery plan but may lack the resources, leadership or political autonomy to engage in one. In rural communities, sometimes the human population incurs the greatest loss through devastation to the land itself, rather than any human-made assets. Whether the disaster loss is caused through drought, floods, crop blight or livestock illnesses, agricultural concerns demand a recovery approach that is distinct from densely populated urban settlements or manufacturing centers. Other communities needing a rural recovery approach are those dependent upon such industries as forestry, mining, fisheries or oil/mineral exploration.

High-Density Urban Area Recovery Needs

Large-scale disasters sometimes fundamentally change the landscape of urban communities, including the social, business and physical landscapes. New urban plans need to be created post-disaster and community members need to be involved in the process. Community leaders and members alike assess the new challenges and opportunities that the community faces and create a preferred future for the urban area that may not be the same as simply returning to pre-disaster conditions.

Considerations for People with Disabilities and other Access and Functional Needs

Promising practices to avoid discriminatory consequences in recovery efforts include:

- Conducting outreach to community organizations serving racially and ethnically diverse populations for purposes of advising them about available assistance, eligibility standards for assistance and including them in disaster preparedness, recovery and reconstruction planning.
- Ensuring that the location for meetings seeking public input is accessible to all impacted community members and advertisement for such meetings take into account the various ways in which different members access such information.
- Making sure that language services — including bilingual staff, interpreters and translated materials — are in place so that limited English proficient persons are able to communicate their needs, apply for assistance and receive important information about the process.
- Taking steps to encourage all eligible persons in need to come forward to receive vital disaster benefits; not all benefits require a person to be legally present and some allow children of undocumented parents to receive aid. Sharing information about the minimum eligibility standards for obtaining benefits, so that eligible individuals, including eligible immigrants and/or their children can access aid without difficulty or fear.
- Not applying more stringent eligibility criteria for recovery aid based on race, color, national origin, language or other prohibited bases.
- Ensuring affordable rental housing in racially and ethnically diverse communities and seeking input from those communities regarding rebuilding efforts.
- Monitoring and addressing possible housing discrimination against displaced persons seeking a place to live after a disaster. Complaint procedures should be clearly articulated and nondiscrimination policies should be in place.
- Ensuring that temporary homes are adequate and conveniently located to essential services such as schools.
- Planning for how residents may access alternative medical facilities, particularly via public transportation, if local facilities are damaged or destroyed. Engage impacted community members in the planning for rebuilding these facilities.
- Ensuring that recovery services are accessible by public transportation. Plan for community access to recovery services in the event public transportation systems are disrupted.

- Monitoring and addressing possible recovery-related fraud, particularly fraud targeted at racially and ethnically diverse communities.
- Prohibiting discriminatory terms or conditions or discrimination in housing services (for example, higher security deposits or higher rent for tenants based on their race, color or national origin).

Unmet Needs

As part of the post-disaster recovery needs assessment, recovery personnel survey and interview community members to obtain first-hand information on unmet needs. Recovery personnel subsequently measure those needs against the roles, responsibilities and capabilities of government and other stakeholders. This activity is often done through the work of Voluntary Agencies Active in Disaster (VOAD). The Larimer VOAD has agreed to lead this effort on behalf of Larimer County and will form a Long-Term Recovery Group (LTRG) to facilitate consideration and inclusion of unmet needs throughout the recovery process. Typical areas of enduring need after a disaster include:

- Long-term mental and behavioral health concerns for children and adults in relation to traumatic events induced or exacerbated by the disaster
- Transportation for and during relocation
- Long-term housing including housing that recognizes the need for accessibility and affordability
- Comprehensive case management
- Children's stability within schools and child care settings
- Investigation of underinsured properties
- Affordability of home repairs or insurance deductibles
- Legal services
- Middle-class families who are outside the purview of traditional poverty relief or may be either ineligible or unaware of programs offered through agencies that assist the poor
- Accessible financial assistance, including low interest loans for credit-challenged individuals
- Access to information and communications technologies including internet, voice and broadcast technologies

Please see the Long-Term Recovery Group Annex for more specific information about this function.

Section 4.11 Financial Management

County staff and agencies involved in recovery activities are responsible for providing financial support for their operations and for carefully documenting disaster-related costs and expenditures to support requests for reimbursement. Accurate record keeping will also be necessary for agencies to withstand post-emergency audits. Approval to expend funds for recovery operations is the responsibility of authorized officials from each participating department and agency.

In the aftermath of a disaster, financial operations are carried out under compressed timeframes, requiring expedited purchases and other expenditures outside normal, routine procurement processes. Each agency and department is responsible for establishing effective administrative controls to guide and track expenditures and financial commitments, including personnel time and travel records, contract and lease information and invoices, and logs and receipts for the use of force account equipment, supplies and materials. In federally-declared disasters, these expenditures may be eligible for reimbursement.

Support Agencies are responsible for managing financial matters related to resources under their control or procured for purposes related to specific recovery efforts. Support Agencies are responsible for recording and tracking their own costs and expenditures and seeking reimbursement from appropriate sources after an event. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with Stafford Act program guidelines. Larimer County and the State of Colorado are not responsible for the disaster-related costs of Support Agencies, except as defined by Governor's Executive Order that Declares a State of Emergency (with supporting mission assignment), or by prior agreement.

Section 4.12 Plan Development and Maintenance

This plan will be reviewed and updated annually by the Mitigation and Recovery Section of the Larimer Office of Emergency Management. Every third year, an expanded review will also include broad distribution to all lead and support agencies and a recovery-oriented tabletop exercise and workshop. Interim changes or corrections should be forwarded to Mitigation and Recovery Section staff.

Section 4.13 References

Many plans and procedures were reviewed and utilized in the development of this plan. A few of these references include:

- Local County Recovery Plans
- State of Colorado Emergency Operations Plan (SEOP)

- State Disaster Recovery Plan 2012
- National Response Framework (NRF)
- National Incident Management System (NIMS)
- Community Preparedness Guide (CPG) 101, v.2, 2010
- Local, state and federal acts, statutes, resolutions and other documents that guide emergency management

Section 4.14 APPROVAL SIGNATURES

The Disaster Recovery Plan has hereby been reviewed and approved by the Board of County Commissioners and Larimer County Sheriff this 3rd day of February, 2015, and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: _____
Board of Commissioners Chair

BY: _____
Sheriff

Appendix A – Acronyms

BI	biological indicator
CAL EPA	California Environmental Protection Agency
CDC	U.S. Centers for Disease Control and Prevention
CDPS-OEM	Colorado Department of Public Safety – Office of Emergency Management
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health and Environment
CDVMN	Colorado Donations and Volunteer Management Network
CFR	Code of Federal Regulations
CHFA	Colorado Housing Finance Authority
cm^2	square centimeters
COG	Continuity of Government
COOP	Continuity of Operations
COVOAD	Colorado Voluntary Organizations Active in Disaster
CST	Civil Support Team
CWA	chemical warfare agent
DCT	Donations Coordination Team
DHS	U.S. Department of Homeland Security
DHHS	U.S. Department of Health and Human Services
DMORT	Disaster Mortuary Operational Response Team
DoD	U.S. Department of Defense
DOH	Colorado Division of Housing
DRVOAD	Denver Voluntary Organizations Active in Disaster
EOC	emergency operations center
EPA	U.S. Environmental Protection Agency
FAC	Family Assistance Center
FACT	Family Assistance Center Team
FEMA	Federal Emergency Management Agency
GEEERC	Governor's Expert Emergency Epidemiological Response Committee
HUD	U.S. Department of Housing and Urban Development
hr	hour
HSPD	Homeland Security Presidential Directive
IBRD	Interagency Biological Restoration Demonstration
IC/UC	Incident Command/Unified Command
IMT	Incident Management Teams
JIC	Joint Information Center
JIS	Joint Information System
kg	

kilogram	
L	liter
LTRC	Long-Term Recovery Committee
m^3	cubic meters
mg	milligram
NCH	natural and cultural resources and historic properties
OSTP	Office of Science and Technology Policy
PAL	Provisional Advisory Level
PCR	polymerase chain reaction
PIO	public information officer
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
RAGS	Risk Assessment Guidance for Superfund
RSF	Recovery Support Function
SHEDS	Stochastic Human Exposure and Dose Simulation
TIC	toxic industrial chemical
UASI	Urban Area Security Initiative
USDA	U.S. Department of Agriculture
VCT	Volunteer Coordination Team
VOAD	Voluntary Organizations Active in Disaster
VRC	Volunteer Reception Center
WARRP	Wide-Area Recovery and Resiliency Program
WMD	weapon of mass destruction
µg	micro-grams

APPENDIX B - ABBREVIATIONS

A DA – *Americans with Disabilities Act*, as amended 2008.
A C H P – Advisory Council on Historic Preservation.
A R C – American Red Cross.
C E Q – Council on Environmental Quality.
C I K R – Critical Infrastructure and Key Resources.
C N C S – Corporation for National and Community Service.
C O G – Continuity of Governments.
C O O P – Continuity of Operations.
C R C L – Office for Civil Rights and Civil Liberties.
D A – Disaster Assistance.
D H S – Department of Homeland Security.
D O C – Department of Commerce.
D O D – Department of Defense.
D O E – Department of Energy.
D O I – Department of the Interior.
D O J – Department of Justice.
D O L – Department of Labor.
D O T – Department of Transportation.
D P A – Defense Production Act
E D – Department of Education.
E E O C – Equal Employment Opportunity Commission.
E P A – Environmental Protection Agency.
E S F – Emergency Support Function.
FCC – Federal Communications Commission.
F C O – Federal Coordinating Officer.
F D R C – Federal Disaster Recovery Coordinator.
F E M A – Federal Emergency Management Agency.
G S A – General Services Administration.
H U D – Department of Housing and Urban Development.
H H S – Department of Health and Human Services.
I D E A – *Individuals with Disabilities Education Act*.
I M L S – Institute of Museum and Library Services.
J F O – Joint Field Office.
L D R M – Local Disaster Recovery Manager.
L O C – Library of Congress.
L T C R – Long-Term Community Recovery
L T D R O – Long-Term Disaster Recovery Office.
M O U – *Memorandum of Understanding*.
N C D – National Council on Disability
N C H – natural and cultural resources and historic properties.

N C P – National Continuity Plan
N D H S – *National Disaster Housing Strategy*.
N D H T F – National Disaster Housing Task Force
N D R F – *National Disaster Recovery Framework*.
NDRP – National Disaster Recovery Planning
N D R P D – National Disaster Recovery Program Database.
N E A – National Endowment for the Arts.
N E H – National Endowment for the Humanities.
N F I P – National Flood Insurance Program.
N G O – Nongovernmental Organization.
N I M S – National Incident Management System.
N I P P – *National Infrastructure Protection Plan*.
N L R B – National Labor Relations Board
N P P D – National Protection Programs Directorate
N R C – Nuclear Regulatory Commission.
N R F – *National Response Framework*.
N V O A D – National Voluntary Organizations Active in Disaster.
O F As – other Federal agencies
P K E M R A – Post-Katrina Emergency Management Act
P O C – point of contact
R I S C – Regional Interagency Steering Committee.
R S F – Recovery Support Function.
S B A – Small Business Administration.
S C O – State Coordinating Officer.
S D R C – State Disaster Recovery Coordinator.
S M E – Subject Matter Expert.
S O P – Standard Operating Procedure.
T D R C – Tribal Disaster Recovery Coordinator.
T R E A S – Department of the Treasury.
T V A – Tennessee Valley Authority.
U.S. ACCESS BOARD – United States Access Board.
U S A C E – U.S. Army Corps of Engineers.
U S D A – U.S. Department of Agriculture.
U S G S – United States Geological Survey
V A – Department of Veterans Affairs..
V A L – Voluntary Agency Liaison.
VA L S – Voluntary Agency Liaison Specialist.

APPENDIX C – DEFINITIONS

Access and Functional Needs – Persons who may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; live in institutionalized settings; are seniors; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.

Access/Accessible – The suitability or adaptability of programs, services, activities, goods, facilities, privileges, advantages or accommodations provided by a public or private (for-profit or not-for-profit) entity, or by any entity to which it contracts for all members of the population, including individuals with disabilities.

Capacity – A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. (From the *U. N. International Strategy for Disaster Reduction.*)

Capacity Building – Efforts aimed to develop human skills or societal infrastructure within a community or organization needed to reduce the level of risk, or the effects of a disaster. (From the *U. N. International Strategy for Disaster Reduction.)*

Catastrophic Incident – Any natural or man-made incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to local, State, Tribal, and private sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

Community – A network of individuals and families, businesses, governmental and nongovernmental organizations and other civic organizations that reside or operate within a shared geographical boundary and may be represented by a common political leadership at a regional, county, municipal or neighborhood level.

Consumable Medical Supplies – Generally nonprescribed, nondurable, disposable, single-use medical supplies that are most beneficial to persons with a disability, illness, injury or functional need to maintain their level of independence.

Critical Infrastructure – Systems and assets, whether physical or virtual, so vital that the incapacity or destruction of such may have a debilitating impact on the security, economy, public health or safety, environment, or any combination of these matters, across any local,

State, Tribal and Federal jurisdiction.

Cultural Resources – Aspects of a cultural system that are valued by or significantly representative of a culture or that contain significant information about a culture. Cultural resources may be tangible entities or cultural practices. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places and as archeological resources, cultural landscapes, structures, museum objects and archives, and ethnographic resources for Federal management purposes. Also includes cultural items as that term is defined in section 2(3) of the *Native American Graves Protection and Repatriation Act* [25 USC 3001(3)]; and archeological resources, as that term is defined in section 3(1) of the *Archaeological Resources Protection Act* of 1979 [16 USC 470bb(1)].

Debris - The remains of something broken down or destroyed.

Durable Medical Equipment – Multiuse medical equipment for the benefit of a person who has an illness, injury, disability or functional need to maintain their level of independence.

Functional Needs – The needs of an individual who under usual circumstances is able to function on their own or with support systems. However, during an emergency, their level of independence is challenged.

Historic Properties – Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the National Register of Historic Places, including artifacts, records and material remains which are related to such district, site, building, structure, or object. [(16 USC Section 70(w)(5)].

Individual with Disability – The term refers to a person (child or adult) who has a physical or mental impairment that substantially limits one or more major life activities; a person who has a history or record of such impairment; or a person who is perceived by others as having such impairment. The term "disability" has the same meaning as that used in the *Americans with Disabilities Act (ADA) Amendments Act of 2008, P.L. 110 – 325*, as incorporated into the ADA. See **http://www.ada.gov/pubs/ada.htm** for the definition and specific changes to the text of the ADA. State laws and local ordinances may also include individuals outside the Federal definition. Children and adults may have physical, sensory, mental health, cognitive and/or intellectual disabilities resulting in access and functional needs and may require assistance to maintain independence.

Individual with Limited English Proficiency – The term refers to an individual who does not speak English as his/her primary language and who has a limited ability to read, write, speak or understand English.

Intermediate Recovery – Phase of recovery which involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a

bridge to permanent measures.

Long-Term Recovery – Phase of recovery that may continue for months or years and addresses complete redevelopment and revitalization of the impacted area, rebuilding or relocating damaged or destroyed social, economic, natural and built environments and a move to self-sufficiency, sustainability and resilience.

Major Disaster – As defined by the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of local, State governments and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby.

Mitigation – Capabilities necessary to reduce loss of life and property by lessening the impact of disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risks after a disaster has occurred.

Natural Resources – Land, fish, wildlife, biota and water. Water means salt and fresh water, surface and ground water used for drinking, irrigation, aquaculture
and recreational purposes, as well as in its capacity as fish and wildlife habitat.

N G O – A nongovernmental entity that serves the interests of its members, individuals, or institutions and is not for private benefit.

Recovery – Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.

Redevelopment – Rebuilding degraded, damaged or destroyed social, economic and physical infrastructure in a community, State or Tribal government to create the foundation for long-term development.

Resilience – Ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.

Response – Those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Restoration – Returning a physical structure, essential government or commercial services or a societal condition back to a former or normal state of use through repairs, rebuilding or reestablishment.

Short-Term Recovery – Phase of recovery which addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure and the mobilization of recovery organizations and resources including restarting and/or restoring essential services for recovery decisionmaking.

Smart Planning – An urban planning and transportation theory that incorporates the concepts of smart growth and advocates for concentrating growth in the center of a city to avoid urban sprawl and promotes compact, transit-oriented, walkable, bicycle-friendly land use, including neighborhood schools, complete streets, and mixed-use development with a range of housing choices. It values long-range, regional considerations of sustainability over a short-term focus.

Stabilization – The process by which the immediate impacts of an incident on community systems are managed and contained.

Steady-State – A state where operations and procedures are normal and ongoing. Communities are considered to be at a steady-state prior to disasters and after recovery is complete.

Sustainability – Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Underserved Populations/Communities – Groups that have limited or no access to resources or that are otherwise disenfranchised. These groups may include people who are socioeconomically disadvantaged; people with limited English proficiency; geographically isolated or educationally disenfranchised people; people of color as well as those of ethnic and national origin minorities; women and children; individuals with disabilities and others with access and functional needs; and seniors.