

Boulder Office of Emergency Management

All- Hazards Recovery Plan



January, 2013

Executive Summary

Recovery is the process of returning a community to a state of normality after a disastrous incident. No community is immune to disaster, which makes recovery planning paramount. To support recovery planning, the Boulder Office of Emergency Management and jurisdictions comprised of the Denver Urban Area Security Initiative (UASI) partnered with the State of Colorado, private sector, non-governmental organizations, and the U.S. Department of Homeland Security and other federal agencies to develop this recovery plan. The recovery plan lays the foundation for a County and City 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.

Boulder County identified the following twelve Recovery Support Functions, which help guide the recovery process:

Recovery Support Functions of the Boulder Recovery System and Plan

Damage Assessment	Infrastructure	Housing and Human Services	Public Information and Community Engagement
Natural Resource Conservation	Cultural and Historical Preservation	Building and Land Use	Public Health
Finance and Economic Development	Public Safety and Access / Re-entry	Community Records, Assessors Office, Clerk & Recorder	Recovery Coordination Group

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.

The recovery plan was developed through a collaborative effort by Boulder County and the State of Colorado in partnership with the U.S. Department of Homeland Security’s Science and Technology Directorate and other federal agencies called the Wide-Area Recovery and Resiliency Program.

Contents

1.0 – Introduction	6
2.0 – Purpose and Scope	8
2.1 – Purpose.....	8
2.2 – Scope	12
2.3 – Relationship to Other Plans.....	13
3.0 Authorities.....	13
4.0 - Disaster Declaration Process and Recovery Assistance.....	16
4.1 Declaring an Emergency.....	16
4.2 Local Declaration of Emergency/Disaster:	17
4.3 State Declaration of Emergency/Disaster.....	17
4.4 Federal Emergency/Disaster Declaration Process	18
4.5 Sequence of Events leading to a Presidential Disaster Declaration:	19
4.5.1 Assistance Available	19
4.6 Agricultural Emergency Disaster Designation and Declaration Process.....	21
5.0 - Recovery Management Structure	21
5.1- EOC / Community Recovery & ESF 14 Recovery.....	21
5.2- Multi Agency Coordination System to Multi Agency recovery System	22
5.3 - Recovery Coordination Center.....	24
5.4- Recovery Coordination Group (RCG):	25
6.0 – Approach and Assumptions	26
6.1 – Connection of Response to Recovery	26
6.2 – Focus on Resilience	26
6.2.1 Individual/Community Preparedness.....	26
6.2.2 Continuity of Government/Operations.....	27
6.2.3 Whole Community Approach	27
6.3 – Multi-Jurisdiction Decision-Making.....	28

6.4 – Key Considerations and Assumptions for Recovery Planning.....	28
7.0 – Recovery Support Functions.....	29
7.1 – Prioritization of Recovery.....	30
7.2 – RSF Natural Resource Conservation.....	33
7.2.1- Debris Management.....	33
7.2.2- Land Rehabilitation	36
7.2.3- Resource Conservation and Environmental Protection.....	37
7.3 – RSF Finance & Economic Redevelopment.....	38
7.4 – RSF Public Health.....	42
7.4.1- Environmental Health	47
7.4.2- Community Health	48
7.4.3- Hospital and Medical Response System (HAMR)s	49
7.4.4- Medical Reserve Corps	49
7.4.5- Coroner.....	50
7.5 – RSF Infrastructure.....	54
7.5.1- Transportation.....	56
7.5.2- Utilities	57
7.5.3- Facilities.....	57
7.5.4- Schools.....	58
7.5.5- Information Technology.....	59
7.6– RSF Cultural and Historical Preservation	60
7.6.1- Libraries.....	61
7.6.2- Historical Preservation	62
7.7 – RSF Housing and Human Services	63
7.7.1- Housing.....	66
7.7.2- Behavioral Health	66
7.7.3- Mass Feeding.....	67
7.7.4- Human Services / Unmet Needs	68
7.7.4a Volunteer Coordination and Donation Management	69

7.8 – RSF Public Information and Community Engagement.....72

7.8.1- Community Messaging..... 76

7.8.2- Community Meetings..... 77

7.8.3- Advocacy..... 77

7.9 – RSF Public Safety/Access Control/ Re-Entry78

7.10 – RSF Building and This RSF81

7.10.1-Inspections 82

7.10.2-Code Enforcement..... 83

7.10.3-Permitting..... 83

7.10.4- Zoning..... 84

Appendix A – Acronyms.....85

Appendix B – Incident Management Teams88

B.1 Role of the IMT in Recovery 88

B.2 Activation 88

B.3 IMT Requirements for Success..... 89

Figures

Figure 1. Overview of the Recovery Recovery plan 7

Figure 2. Phases of Recovery 12

Figure 3. Legal Authorities 14

Tables

Table 1. Recovery Support Functions at the Regional, Federal, and State Levels..... 29

1.0 – Introduction

Recent incidents, such as the Fourmile Fire, Dome Fire, H1N1 Pandemic in 2009, and flooding on Fourmile Creek and Fourmile Canyon Creek, have forced discussions within Boulder County regarding the ability of our community to absorb, adapt, and recover from high impact to catastrophic incidents. On a broader view with the recent 2012 wildfires along the Front Range, these incidents confirm that no community is immune to disaster and reinforce the importance of recovery planning.



Michael Rieger/FEMA

Recovery is the process of returning a community to a state of normality, after a disastrous incident. For a community to effectively recover, several key factors must be considered, such as the health and safety of community members and responders, the restoration of the community’s infrastructure, and the economic viability of the area.

This recovery plan was developed by the Boulder Multi-Agency Coordination Group, local non-governmental agencies, private sector organizations and faith-based organizations. Development of the plan utilizes information, structure and deliverables based on the Denver Urban Area Security Initiative (UASI) Wide Area Recovery & Resiliency Recovery plan (WARRP). The WARRP process involved extensive outreach with stakeholders from all levels of government and private and non-profit partners through focused workshops, and committee and individual meetings with subject matter experts.

The functions and concepts within the Boulder Recovery Plan generally align with those of the State of Colorado’s Disaster Recovery Plan, WARRP recovery plan as well as the National Disaster Recovery Framework. As shown in Figure 1, sections of the Boulder 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.

Recovery Plan Design

Base Recovery Plan

- Introduction
- Purpose & Scope
- Authority & Responsibilities
- Declaration Process
- Recovery Management Structure
- Approach and Assumptions
- Resources

Recovery Support Functions Plan

- Damage Assessment
- Infrastructure
- Housing and Human Services
- Public Information and Community Engagement
- Natural Resource Conservation
- Cultural & Historical Preservation
- Building and Land Use
- Public Health
- Economic and Finance
- Community Records
- Legal
- Policy Group

Recovery Operational Annexes

- Damage Assessment Plan
- Access control and Re-entry Plan
- Debris Management Plan
- Mass Care & Sheltering Plan
- Evacuation Plan
- Mass Fatality Plan
- Animal Care Plan
- Disaster Survivor Recovery Center Plan
- Donations Management Plan
- Volunteer Management Plan
- Economic Recovery Plan
- Environmental Stabilization and Recovery Plan
- Functional and Access needs Plan
- Community Engagement

Initial Disaster Recovery Assessment

- Primary Assessment
- Secondary Assessment
- Tertiary Assessment

Stabilization Phase

- Unmet Needs

Transition Phase

- Recovery Coordination Center transfer to Recovery Coordination Group

Phases of Recovery Under the RCG

- Short-Term Recovery
- Intermediate Recovery
- Long-Term Recovery

Figure 1. Overview Template of the Recovery Plan

The Boulder Recovery Plan is comprised of a base plan that explains the scope of the overall plan, defines authorities, and explains the general approach and assumptions of Boulder OEM during recovery. The Base plan is the overall recovery plan by which the recovery support plans, recovery operational annexes, the Initial Disaster Recovery Assessment and the phases of recovery operate within.

The Boulder Office of Emergency Management is responsible for the maintenance of the Base Recovery Plan and shall update the plan at least annually. The Boulder Office of Emergency Management is responsible for coordinating the development of Recovery Support Function Plans working with the Multi Agency Recovery System (MARS) partners. The MARS group is comprised of partners from the City of Boulder and Boulder County. Additional partners include non-profit organizations, private sector and faith based organizations.

The development of the Recovery Operational Annexes is the responsibility of the Recovery Support Function members. Each Recovery Support Function is responsible for defining their leadership core, setting planning meetings and maintaining the appropriate plans.

The Boulder Office of Emergency Management Recovery Coordinator is responsible for the development of the Damage Assessment Plan and the management of the Damage Assessment Team. The Recovery Coordinator is also responsible developing policies and procedures to transition from the Emergency Operations Center to the Recovery Coordination Center. Within this process the Recovery Coordinator ensures that the Initial Disaster Recovery Assessment (IDRA) is completed and determines when the stabilization phase is complete and declares the recovery system is ready to move into the transition phase of recovery. The Recovery Coordinator coordinates the Recovery Coordination Center (RCC) with the RCC Manager and manages the establishment of a Recovery Coordination Group (RCG). Once the RCG is established the traditional recovery phase management is transferred from the RCC to the RCG. The Boulder Office of Emergency Management Recovery Coordinator assumes RCG coordination with City or County departments assuming recovery responsibilities.

2.0 – Purpose and Scope

This document is an all-hazards catastrophic recovery plan for the City of Boulder and Boulder County, with supporting functional plans and operational annexes for incidents. From this wide-ranging plan, many critical recovery decisions can be made at the county and local jurisdictional levels. The following sections provide additional information on the purpose and scope of the plan.

2.1 – Purpose

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.”

The Boulder Recovery Plan, outlines specific functions, defines partners, and identifies considerations for each of the following phases (Figure 2):¹

- 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 OEM Director 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.

2.1.1- The Three phases of the Initial Disaster Recovery Assessment (IDRA)

- **The Primary assessment**
 - a. Area and causes of damage.
 - b. Hazards present.
 - c. Structures up or down in areas of the community or by grid.
 - d. Damage to facilities and critical infrastructure assessment.
 - e. Limited lifeline assessment- Injury and death potential.
 - f. Access issues and debris collection areas.
 - g. Less than 100% accurate information is to be expected; policy guidance is needed on release of information to the public.
 - h. Assessment is completed by forward or field observers and designated first responders.
 - i. Damage Assessment Team members will provide subject matter expertise at the Incident Command Post or in the Emergency Operations Center.
 - j. Use grid system and associated maps to coordinate assessment areas.
 - k. Use local IDRA primary assessment forms to collect data.

- l. Establish data collection and information management process in Web EOC.
- m. Coordinate with ESF 14 Community Recovery Section Chief, who will send damage assessment reports to Planning Section.

- **Secondary Assessment**

1. Multi-disciplinary teams working in perimeter areas or controlled hazard areas. Teams may be divided into two functional groups, Residential–Business and Public Infrastructure.
2. Team leader from each discipline (determined internally by each department or agency) and an overall team leader for the secondary assessment are identified.
3. Everbridge notification (non-emergency) is used for initial activation. Follow-up message is sent specifying those disciplines that still need to respond.
4. Use IDRA housing, business and public infrastructure data collection forms.
5. FOBS still working hazard areas for additional information or changes to primary assessment data.
6. Start developing secondary detailed damage assessment processes, teams, and resolve coordination issues.
7. Estimate specific areas of damage, resource types and quantities needed.
8. Hazard growth potential or compounding effects.
9. Damage to roadways, bridges, telecommunications infrastructure, hospitals, water treatment, electrical and gas infrastructure.
10. ESF 14 Community Recovery Section will start to complete Initial Damage Assessment form in WEB EOC.
11. ESF 14 Community Recovery Section works with reported information to develop guidance reports for policy group.
12. Information flow from field DA to EOC, IC, Recovery Section still TBD.

- **Tertiary Assessment**

- FOBS focus on completing secondary data assessment points on interior controlled areas as possible.
- Community Recovery Section continues accumulating information and completing the IDRA Summary form in WebEOC in support of an emergency or disaster declaration.
- ESF 14 Community Recover Section works with reported information to develop guidance reports for policy group.

2.1.2- The Five Phases of Recovery

- **Phase 1: Stabilization** refers to the time of the event occurring to 12 – 24 hours for immediate needs and 24 hours up to 1 week possibly 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 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 becomes the RCC to support and coordinate recovery operations. This phase of recovery continues to address unmet needs, is interfacing with Red Cross Windshield assessment teams, The State Recovery Coordinator, State 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.
- **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.
- **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.

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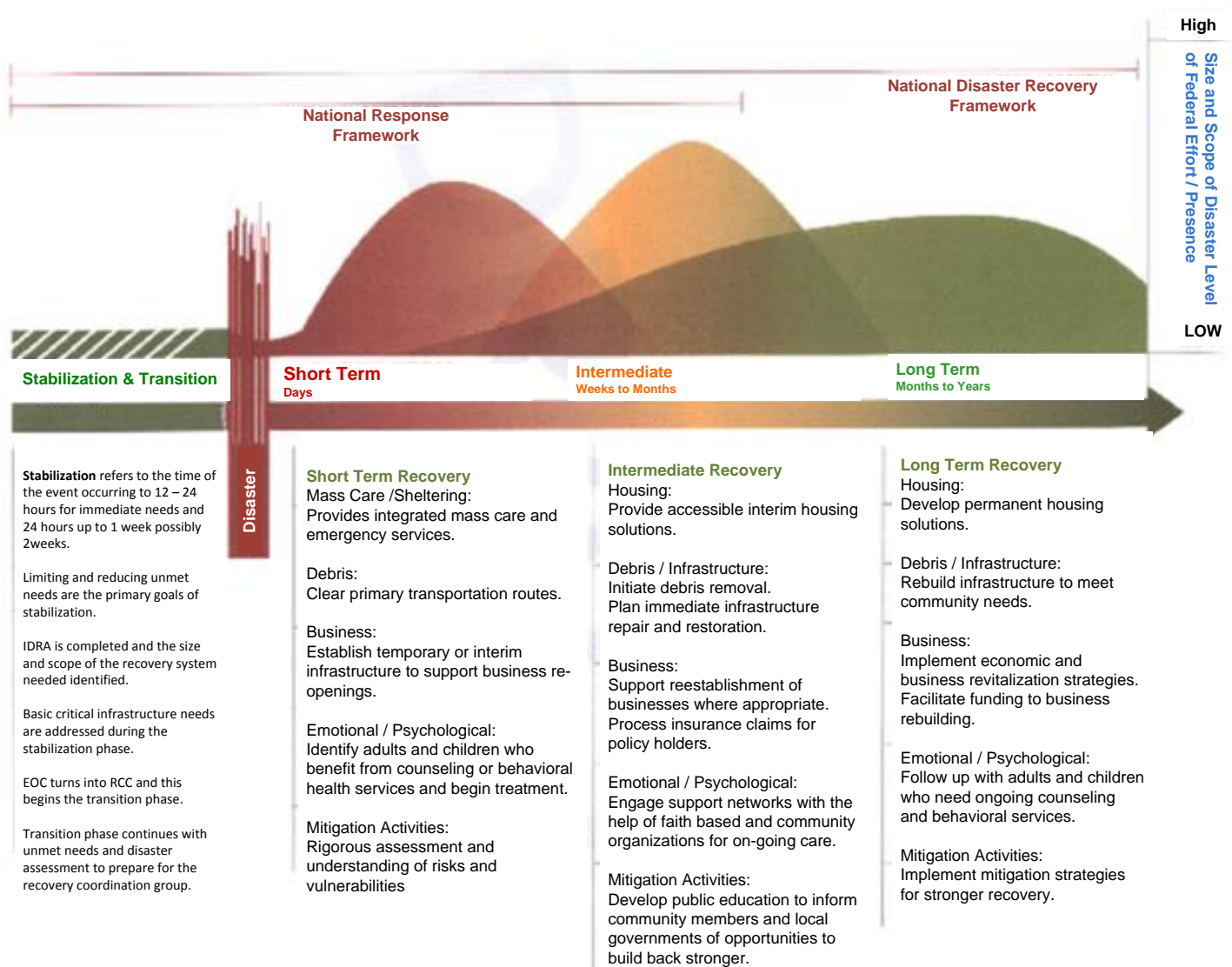


Figure 2. Phases of Recovery

2.2 – Scope

The scope of this plan includes recovery actions for incidents that may occur in the City of Boulder or Boulder County, which is a geographically diverse region organized around cities, districts, towns, and municipalities; and a population of over 300,000 spread over 750 square miles. More than 70% of the population resides within the incorporated areas.

Boulder County faces a variety of hazards as defined in the City of Boulder and Boulder County Hazard Mitigation Plans. Because of its diversity, the area is prone to tornadoes in the eastern communities and wildfires in the western foothills. The entire county is prone to other natural hazards, including severe winter weather, grass fires, and flash 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 a 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, although a list of resources is provided in Appendix B. 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.

2.3 – Relationship to Other Plans

In Boulder County, most jurisdictions have comprehensive 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 Boulder 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 plan and are referenced throughout the plan where applicable:

Regional Plans

- North Central Region Mass Fatality Plan
- City of Boulder Hazard Mitigation Plan
- Boulder County Hazard Mitigation Plan
- Boulder County Sustainability Plan
- Boulder County Public Health Department Emergency Operations Plan

State Plans

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

3.0 Authorities

3.1- Authority in Disasters

During a disaster the principle 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. 24-32-2104. The disaster declaration shall be promptly filed with the Office of Emergency Management, Sheriff's legal advisor, City Manager's Office and the City Attorney's Office for record keeping. Once the disaster is

declared, local ordinances, regulations, emergency policies and the implementation of the Boulder 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, tribe or special district. When a wide area disaster occurs the principle 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 Boulder 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.

3.2- Authority in Recovery

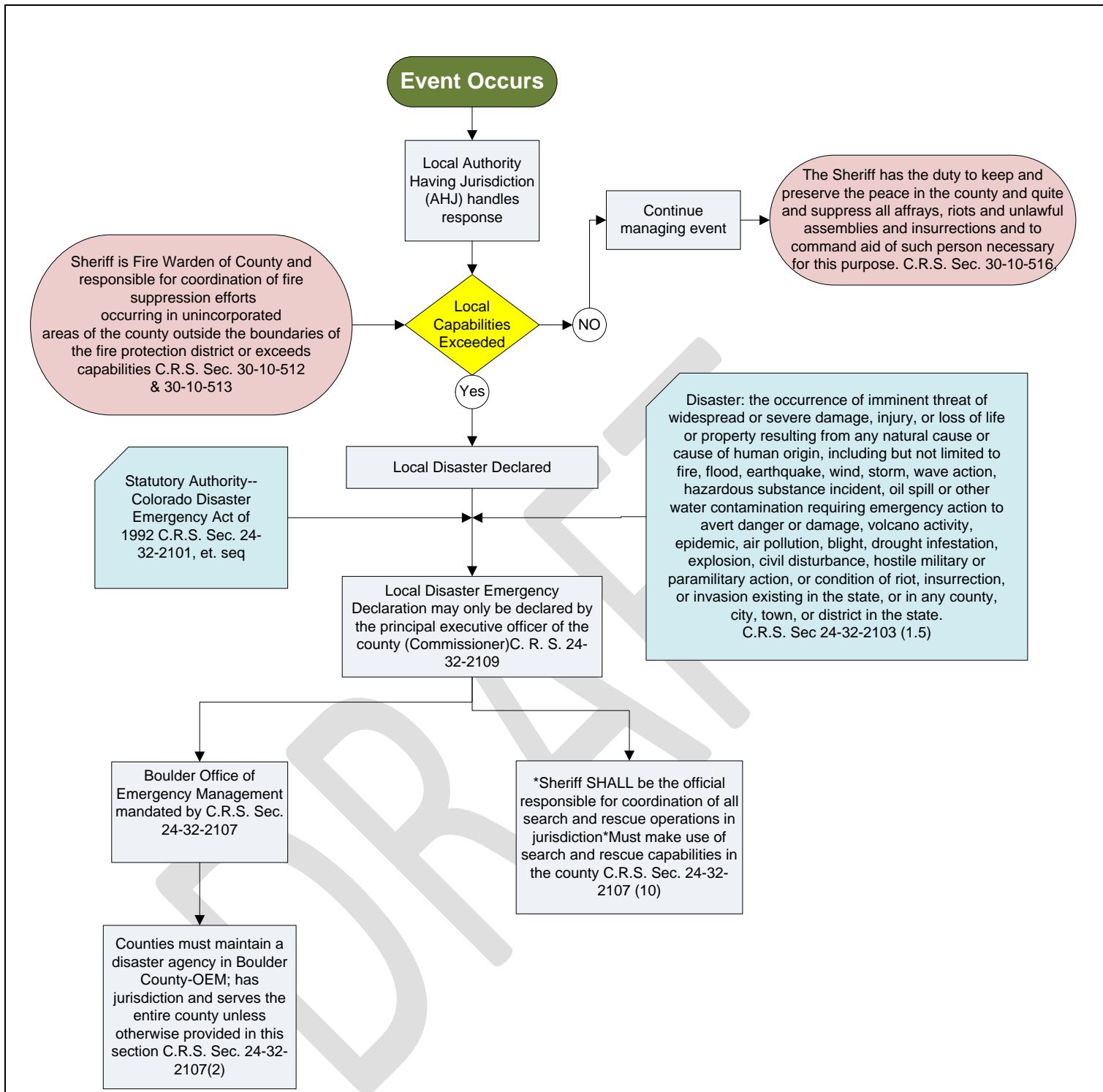
During a disaster the operational response will end and a recovery response will clearly be all that remains. As the operational response transitions into recovery the principle executive officers of the affected jurisdictions retain authority, but the environment under which their authority exists changes. 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 assumes a primary role and State and Federal authorities assume a supportive role.

During recovery the local principle 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 Boulder City Manager's Office, Boulder City Council and The Boulder County Commissioner's Office.

A state of emergency should not be prematurely lifted until a complete assessment and implementation of the recovery system is working. 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.

Figure 3. Legal Authority



3.3- Responsibilities of Recovery

Recovery responsibilities begin with in the Boulder Emergency Operations Center with the Community Recovery Section and Emergency Support Function 14- Community Recovery. During the operational response it is the responsibility of the Community Recovery Section to initiate the damage assessment plan and coordinate disaster declaration processes from local to state to federal officials. In addition, the Community Recovery Section is responsible for managing the disaster recovery process.

3.3.1- 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 Boulder 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 what is “clean”
- 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

4.0 - Disaster Declaration Process and Recovery Assistance

4.1 Declaring an Emergency

According to C.R.S. 24-32-2104: “A local disaster may be declared only by the principal executive officer of a political subdivision. 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. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the division (Colorado Department of Public Safety-Office of Emergency Management [CDPS-OEM]).” An emergency declaration may extend to all or any part of the geographical area under the jurisdiction of the municipality/county/tribe/special district.

Although a verbal declaration of emergency is permitted, all declarations should ultimately be made in writing to ensure proper documentation is maintained. Even though a local state of emergency declaration can be initiated by a county at any time, it should be declared prior to requesting response or recovery assistance from the state. Doing so informs state decision makers that an emergency situation exists beyond the response or recovery capabilities of the local jurisdiction.

4.2 Local Declaration of Emergency/Disaster:

The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and inter-jurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.

The biggest benefit to the local/tribal government for declaring an emergency or disaster is to activate the **Local Emergency Operations Plan (LEOP)**. By activating the local plan, the jurisdiction will have access to policies, procedures, and agreements that aren't necessarily available during day-to-day operations. For example, a local jurisdiction may have a policy stating that normal bidding procedures for procurement are suspended during an emergency or disaster declaration. These measures pertain to:

- the performance of public works
- entering into contracts
- incurring obligations
- hiring permanent/temporary workers
- using volunteers
- securing rental equipment
- the acquisition and distribution of supplies
- the appropriation and expenditure of public funds
- price gouging
- transportation regulations
- resource management

Before implementing any emergency policy, carefully consider at what trigger point you should return to normal business practices.

4.3 State Declaration of Emergency/Disaster

If a jurisdiction determines the emergency or disaster is beyond its ability to effectively respond, a state of emergency can be declared by the governor through an executive order or proclamation (C.R.S. 24-32-2104). The local jurisdiction must provide information and ultimately should provide documentation in support of a declaration request. The action of the governor will be in support of the local jurisdiction's expressed needs. The declaration of a state of disaster emergency by the governor serves to:

Activate the emergency response, recovery and mitigation phases of the state and local emergency management plans; and Provide authority for the mobilization and deployment of all resources to which the plans refer to CRS 24-32-2113, or any other provision of law relating to emergencies.

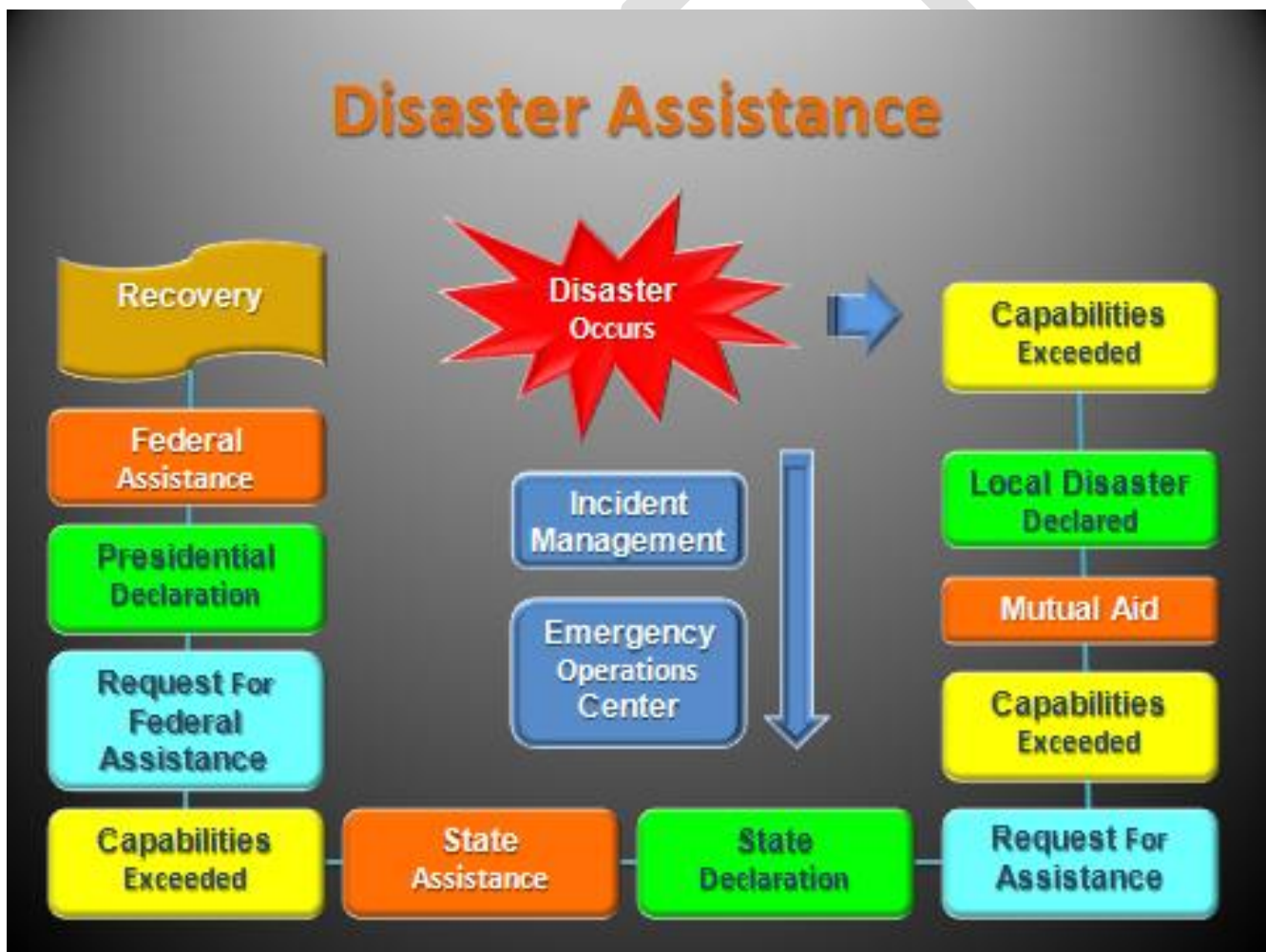
Once the state declares, the State Emergency Operations Plan will be activated, allowing the various state agencies authority and responsibility for emergency functions. CDPS-OEM will present the Governor with information on the nature and amount of State and local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of State assistance needed.

The state of disaster emergency shall continue until the governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the governor terminates the state of disaster emergency by executive order or proclamation, but no state of disaster emergency may continue for longer than thirty days unless renewed by the governor.

- The executive order shall indicate:
- The nature of the disaster
- The area threatened

The conditions which have brought it about or which make possible termination of the state of disaster emergency.

An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent or impede, shall be promptly filed with the Division of Emergency Management, the Secretary of State, and the local jurisdiction in the area to which it applies.



4.4 Federal Emergency/Disaster Declaration Process

In 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707), was enacted to support State and local governments and their citizens when disasters exceeded their

capabilities. This law, as amended, establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance.

When state and local resources are inadequate to effectively respond to an emergency or major disaster, the Stafford Act allows for federal assistance through a Presidential Disaster Declaration. This assistance is requested by the governor if the situation meets the criteria for a declaration. The governor submits a written request to the president through the Federal Emergency Management Agency (FEMA), Region VIII, in Denver, Colorado. FEMA gathers information to supplement the governor's request and this is sent to the president who determines the final disposition. The disposition of the request is transmitted through FEMA Region VIII back to the governor. FEMA, now part of the Emergency Preparedness and Response (EPR) Directorate of the Department of Homeland Security, is tasked with coordinating the response of federal agencies with state and local governments.

Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster. The determination of which programs are activated is based on the needs found during the damage assessment and any subsequent information that may be discovered.

4.5 Sequence of Events leading to a Presidential Disaster Declaration:

Following a disaster an Initial Damage Assessment must be performed by the local jurisdiction to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. Often this will require the coordination of the various municipal governments who will also perform their own damage assessments. When the information has been collected, it is provided to CDPS-OEM.

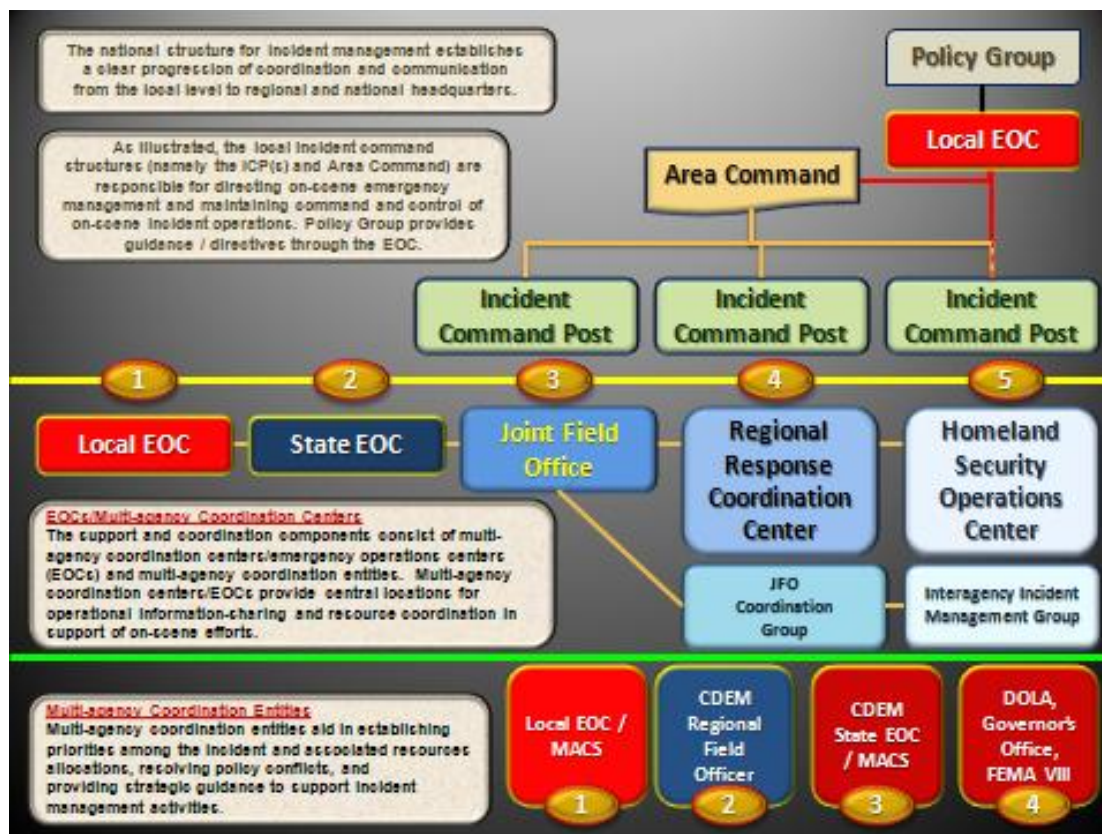
State and Federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the local governments and that Federal assistance is necessary. The PDA is also useful at the local level to begin working on various recovery and mitigation activities.

4.5.1 Assistance Available

FEMA disaster assistance falls into three general categories:

- Individual Assistance — Aid to individuals and households;
- Public Assistance — Aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities;
- Hazard Mitigation Assistance — Funding for measures designed to reduce future losses to public and private property.

Some declarations will provide only individual assistance or only public assistance. Hazard mitigation opportunities are assessed in most situations. Additionally, FEMA will only reimburse a portion of total allowable costs (typically 75%).



FEMA Fire Management Assistance Grant (FMAG)

Fire Management Assistance is available to States, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster.

The Fire Management Assistance declaration process is initiated when the Colorado State Forest Service submits a request for assistance to the FEMA Regional Director at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours. The grant program provides a 75 percent Federal cost share and the jurisdiction having authority pays the remaining 25 percent for actual costs.

Eligible firefighting costs may include expenses for field camps; equipment use, repair and replacement; tools, materials and supplies; and mobilization and demobilization activities.

Small Business Administration Disaster Loans

The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The Small Business Administration can provide three types of disaster loans to qualified homeowners and businesses:

Home disaster loans to homeowners and renters to repair or replace disaster-related damages to home or personal property;

Business physical disaster loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and

Economic injury disaster loans, which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

For many individuals the SBA disaster loan program is the primary form of disaster assistance.

4.6 Agricultural Emergency Disaster Designation and Declaration Process

Agricultural-related disasters are quite common. One-half to two-thirds of the counties in the United States have been designated as disaster areas in each of the past several years. Producers may apply for low-interest emergency (EM) loans in counties/tribes named as primary or contiguous under a disaster designation.

Four types of disaster designations are possible: 1) a Presidential major disaster declaration; 2) a USDA Secretarial disaster designation; 3) a Farm Service Agency (FSA) Administrator's Physical Loss Notification; and, 4) a Quarantine designation.

For more information on these types of declarations; their declaration processes; and what is available, refer to www.fsa.usda.gov "USDA Farm Service Agency Emergency Disaster Designation and Declaration Process".

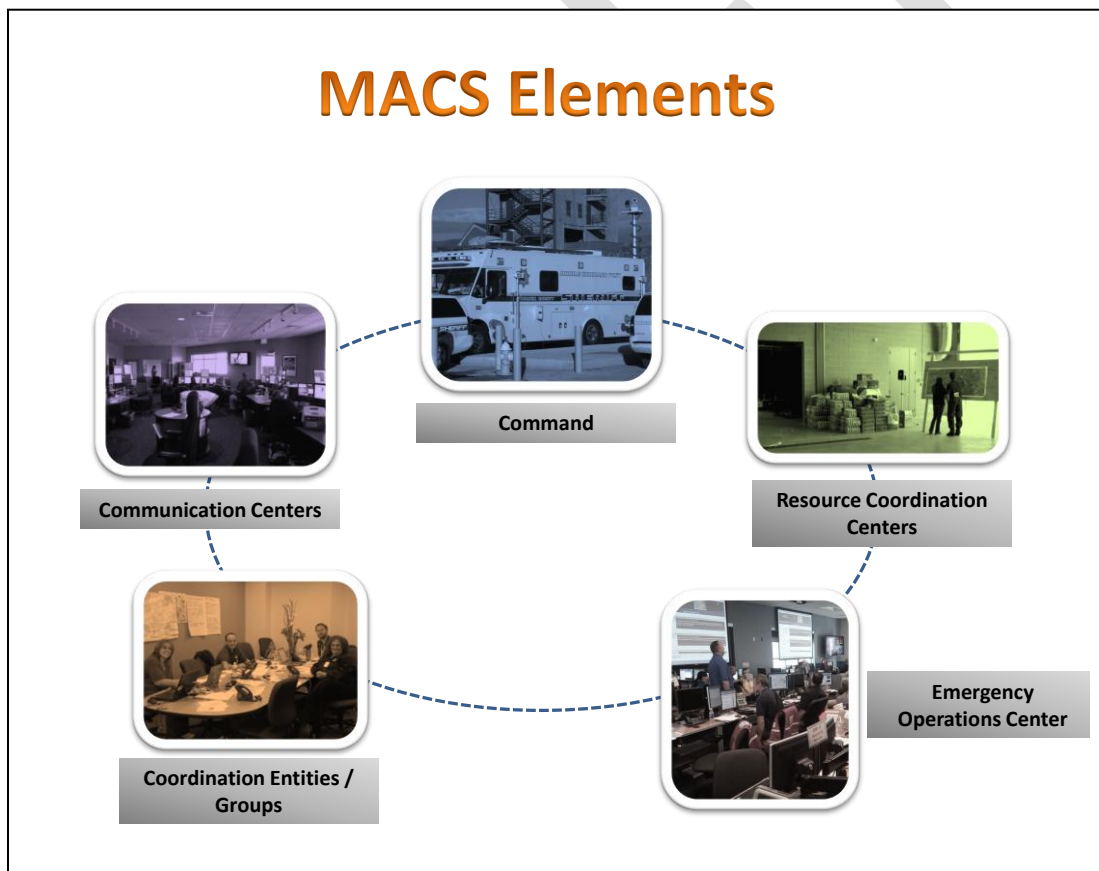
5.0 - Recovery Management Structure

Disaster recovery response begins immediately in a symbiotic relationship with operational response. When the Emergency Operations Center is activated the Community Recovery Section and ESF 14: Recovery is immediately activated. The recovery response will morph during a disaster and has three phases of existence (1) Emergency Operations Center - EOC, (2) Recovery Operations Center- RCC & (3) Recovery Coordination Group- RCG. During the transition phase ESF 14 - Community Recovery in the EOC is demobilized and transfers all communication plans, damage assessment information, disaster declaration information, and recovery operational plans to the RCC 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. The OEM Recovery Coordinator upon transferring responsibilities immediately goes to work on developing the Recovery Coordination Group (RCG) The RCG implementation plan shall be submitted within 24 hours of the RCC being established to the Boulder Emergency Management Board, Boulder County Commissioner's, and the City of Boulder, City Manager. Once the implementation plan is completed the BOEM 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.

5.1- EOC / Community Recovery & ESF 14 Recovery

During a disaster the EOC generally is 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 ESF 14 Community Recovery when the EOC activates, and includes the following responsibilities:

- Initiate and manage ESF 14 and required recovery elements
- Coordinate damage assessment teams
- Collect damage assessment information
- Perform gap analysis and capability assessments of recovery system
- Define unmet needs and coordinate with appropriate departments
- Assist the OEM Director with disaster declaration processes
- Establish a link with the State Recovery Coordinator
- Collect policy issues and prepare reports
- Coordinate with ICS planning section to build recovery goals into operational plans
- Coordinate recovery messaging
- Interface ESFs with RSGs to develop concepts of recovery
- Develop a transitional plan for moving MACS to MARS
- Participate in the transition process with the EOC manager to move the EOC to a RCC and demobilize into a RCG
- Recovery phases 1- stabilization and beginning stages of phase 2- transition are managed in the EOC and RCC.

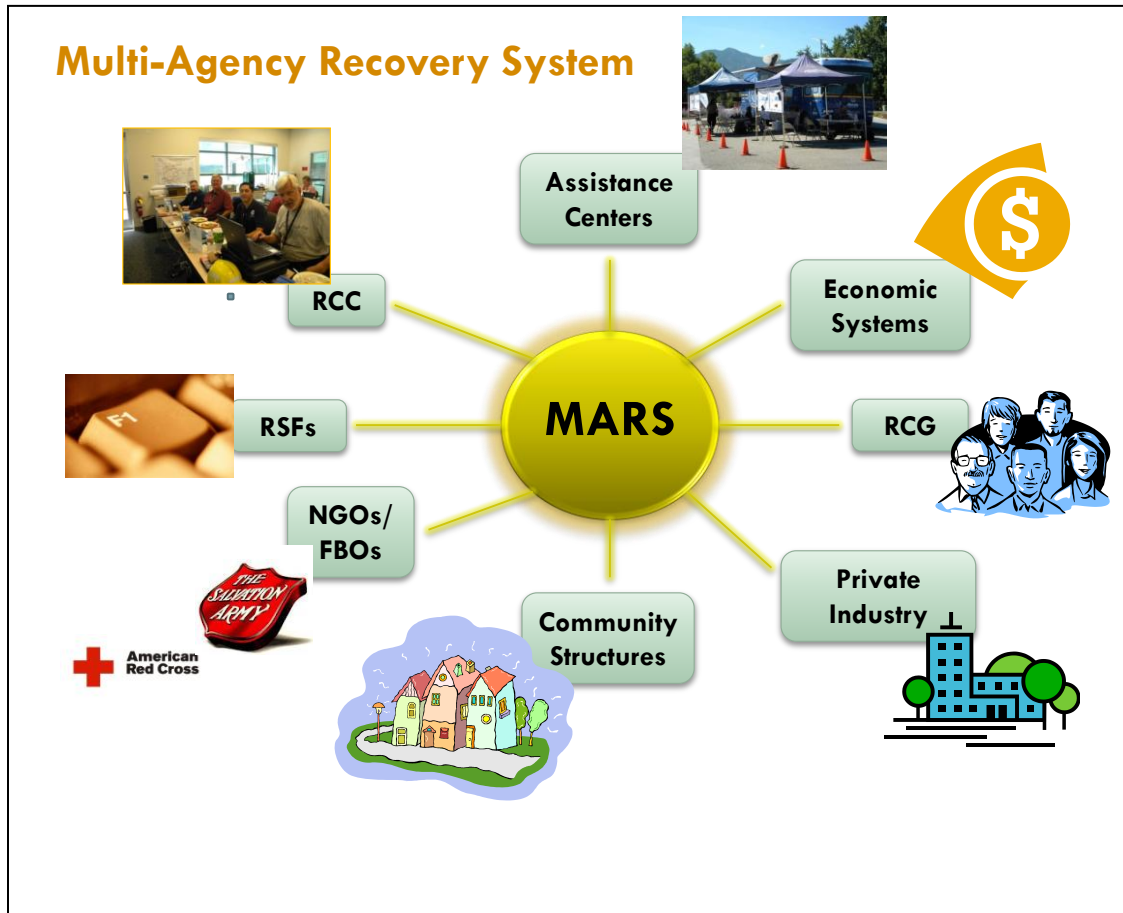


5.2- Multi Agency Coordination System to Multi Agency recovery System

During a disaster response a Multi- Agency Coordination System (MACS) is utilized to organized and manage response. The components of the Boulder Multi- Agency Coordination System include (1) Incident Command, (2) Communications Centers, (3) Resource Coordination Centers, (4) ESF Coordination Groups / Entities, and (5) Emergency Operations Centers.

The Multi- Agency Coordination System is made up of resources from City, County, Non-profit organizations, private sector, faith based, and regional assets. The system is designed to work through the operational response of a disaster but begins to lose efficacy as the trajectory of the disaster moves towards recovery.

When recovery is the majority of work that is left during a disaster shifting the system to a Multi- Agency Recovery System is important to transition into a pure recovery operation.



The Multi- Agency Recovery System (MARS) components include:

- Recovery Coordination Center
- Disaster Assistance Centers
- Recovery Support Functions
- 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
- Recovery Coordination Group

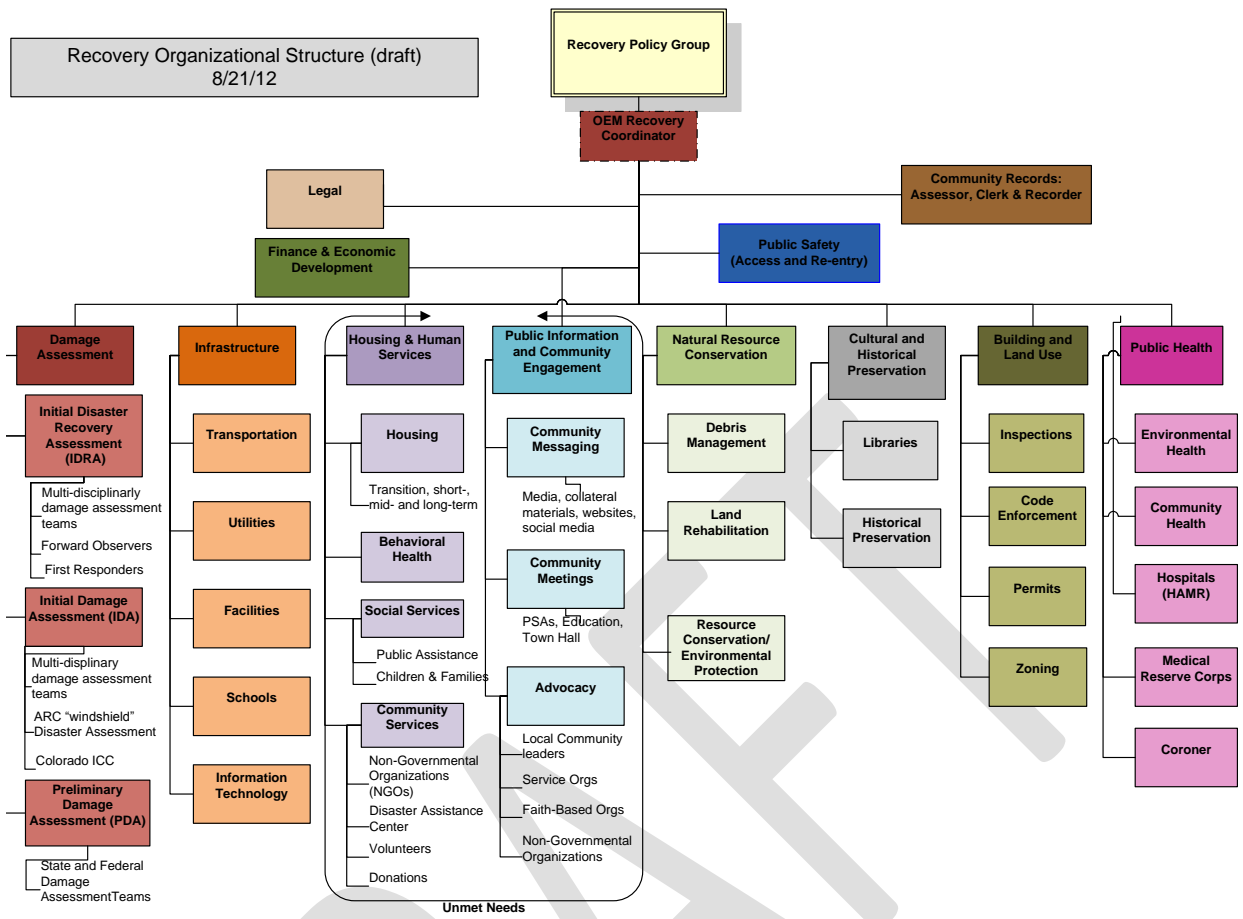
The MARS is designed to best maintain recovery efforts through the transition from the EOC to a final structure of the Recovery Coordination Group. The system also provides the best structure to manage the recovery process through the

phases of recovery and achieving the “New Normal”. The importance of shifting from a MACS to a MARS is due to the need for a different capability and the organizations or personnel required to successfully a recovery is different from the operational response of a disaster.

5.3 - Recovery Coordination Center

The Recovery Coordination Center is established once the operational support and coordination is completed in the EOC. The disaster recovery is now officially the phase of operations and deployed resources, facilities and processes may require immediate support and coordination. The EOC is officially transitioned into the RCC and the organizational structure is now based on the Recovery Support Groups. The RCC is operational until it is determined that the recovery structure is ready to be transitioned to the Recovery Coordination Group (RCG).

- Provide direct support and coordination of recovery efforts
- Coordinate the implementation of recovery plans
- Coordinate the recovery process
- Begin to establish the Recovery Coordination Group
- Coordinate Preliminary Damage Assessment process for State and Federal processes.
- Perform gap analysis and capability assessments of recovery system
- Define unmet needs and coordinate with appropriate departments
- Collect policy issues and prepare reports
- Prepare RCG demobilization plans with the EOC Manager
- Coordinate recovery meetings
- Recovery phase 2- transition and parts of phase 3 short-term recovery are managed in the RCC



5.4- 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 managed at the 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.

- Determine RCG structure and develop RCG coordination plan
- Set meeting dates, times and locations
- Record meeting minutes and prepare RCG reports
- Coordinate RCG decisions to departments for execution and follow-up
- Constantly conduct capability assessments and gap analysis
- Coordinate with State Recovery Coordinator
- Provide updates on Federal Stafford Act declaration process
- Coordinate recovery activities and prepare an event specific recovery plan
- Coordinate recovery demobilization plan

6.0 – Approach and Assumptions

This recovery plan takes a “Whole Community” approach to recovery planning and 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.

6.1 – Connection of Response to Recovery

The recovery plan should be implemented immediately upon confirmation of an incident. Initially, 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.

6.2 – Focus on Resilience

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.



Michael Rieger/FEMA

6.2.1 Individual/Community Preparedness

Communities should strive to empower citizens to be able to take care of themselves and teach them how to strengthen their own personal capabilities. Communities need to remind citizens that 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.

The community should be 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.

6.2.2 Continuity of Government/Operations

Governments must also prepare for emergencies. Continuity of Government (COG)/Continuity of Operations (COOP) can be described as a jurisdiction's ability to perform minimum essential government functions during any situation and the ability to resume normal operations once the incident has ended. Without a continuity program in place, jurisdictions risk leaving citizens without vital services in what could be their time of greatest need. An organization's resiliency is directly related to the effectiveness of its continuity capability.

Boulder County and many of the larger jurisdictions within the county have COG/COOP plans in place, and this recovery plan assumes that these plans will be activated upon a major disaster within the county.

6.2.3 Whole Community Approach

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."²

By incorporating the Whole Community concept into the recovery process, communities in Boulder 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.

6.3 – Multi-Jurisdiction Decision-Making

A wide range of functional areas are represented within the Boulder Multi Agency 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 Policy Group from the City of Boulder and Boulder County 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.

6.4 – 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.
- 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. The City of Boulder and Boulder 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.

7.0 – Recovery Support Functions

The Recovery Support Functions (RSFs) that have been identified in the Boulder 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.³ 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 Boulder Recovery Plan align with Boulder County RSFs included in the National Disaster Recovery Framework as well as many of the RSFs included in the State of Colorado’s Disaster Recovery Plan. Table 1 depicts the alignment between the RSFs for Boulder County, federal, and state recovery frameworks.

Table 1. Recovery Support Functions at the Regional, Federal, and State Levels

Boulder RSF	Associated Activities	Federal RSF	State RSF
Damage Assessment	Initial Disaster Recovery Assessment, Rapid Needs Assessment, Damage Assessment Teams & Technical Specialist (BEAR and ESTs)	Community Planning and Capacity Building	Damage Assessment
			Hazard Mitigation
Natural Resource Conservation	Clearing debris and contaminated waste, including staging, segregating, and properly disposing and land rehabilitation.	Health, Social, and Community Services	Debris Management
Finance and Economic	Recovering and ultimately improving the economic vitality of the area	Economic Development	Economic Recovery

³ As used in the National Disaster Recovery Framework, RSFs are functions necessary to restore a community to a new normal following a devastating incident.

Boulder RSF	Associated Activities	Federal RSF	State RSF
Development			
Public Health	Recovering, identifying, transporting, storing, processing, and providing final disposition (burial and cremation) of human remains, including notifying next of kin	Health, Social, and Community Services	Behavioral Health Services
Infrastructure	Stabilizing and maintaining critical infrastructure, buildings, and privately owned property	Infrastructure Systems	Infrastructure Systems
Cultural and Historical Preservation	Protecting and restoring natural and cultural resources and historical properties	Natural and Cultural Resources	Historical and Cultural Resources
			Environmental Restoration
Housing and Human Services	Providing and supporting housing of people	Housing	Housing (interim and long-term)
Public Health	Providing life-sustaining, safety, and health-related services related to the incident, including supporting mental and environmental health	Health, Social, and Community Services	Public Health and Safety
Public Information and Community Engagement	Involving, educating, and informing the public about recovery efforts and their role in recovery	Health, Social, and Community Services	Consumer Protection
Public Safety/Access Control	Providing for the protection, safety, and welfare of the public	Health, Social, and Community Services	Public Health and Safety
Housing and Human Services	Directing volunteer resources to areas where they can be most effective and matching unsolicited, undesignated in-kind donations with credible voluntary organizations	Health, Social, and Community Services	Donations Management
			Volunteer Coordination
			Disaster Recovery Centers

NOTE: Phase 1: Stabilization and Phase 2: Transition have occurred during the EOC and RCC activations, respectively. As the Recovery Coordinating Group is established, and for the purposes of this plan, recovery phases 3: Short-term, 4: Intermediate, and 5: Long-term, will be addressed for each Recovery Support Function.

7.1 - Prioritization of Recovery

One of the first steps in the successful recovery of Boulder 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 City of Boulder or Boulder County should be built on consensus from all involved.

Prioritization of cleanup is broadly defined as the decisions and actions associated with identifying the key priorities for remediation and restoration of the affected area. Input from subject matter experts should help guide prioritization policy decisions.

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

Phase 3: Short-Term Recovery

Scope: Establishing a prioritization process and conducting urgent activities

Considerations/Assumptions:

- Prioritization should be completed using a similar technique as emergency triage: Do the greatest good for the greatest number of people.
- The interface with local, state, and federal plans and needs may have a serious impact on prioritization. Federal or state government agencies may want to set priorities for work supported by their resources, and these priorities need to be coordinated with local priorities. Liaison with local emergency operations centers, coordination groups, and Incident Command will ensure priorities are consistent and in the best interests of the community.
- Steps in the prioritization process may include the following:
 - Identification of members of the prioritization working group and development of the group's roles, responsibilities, and processes
 - Determination of prioritization decision criteria including economic, infrastructure, and community needs because these decisions could impact business viability and recovery time
 - Establishment of effective situational awareness and a common operating picture regarding cleanup issues
 - Collection of critical asset data
 - Receipt and compilation of information on structural damage, the preliminary extent of any contamination, preliminary facility needs, and available resources
 - Based on preliminary impact information, evaluation and confirmation of the short-term prioritization scheme
 - Triage of impacted facilities and re-evaluation of more specific priorities integrating contamination, damage information, and available resources
 - Town hall meetings to provide information to the public and learn concerns.
- Initial key activities may include the clearing of major roads of debris for first responders and damage assessment teams, and evaluating critical infrastructure

- The prioritization scheme may be impacted by the available technologies and approaches developed for remediation/restoration at the time of the incident.
- The tone of community dialogue may change during recovery, creating possible political pressure that did not exist in previous phases of the emergency. The political environment may affect overall priorities involving cleanup.
- Acknowledging interdependencies will be important: Utilities are needed for hospitals to operate. Businesses have to come back to provide a means for people to return to work. Transportation routes must be open.
- Key pieces of infrastructure and the economy often depend on each other; thus, restoring infrastructure should be a top priority. Prioritization decisions must consider enabling assets for both cleanup and operation of high-priority facilities and areas as well as the demands for waste disposal.
- Of critical concern will be the availability of and access to resources. Cleanup of a building that is a health and safety risk or heavily contaminated may need to be lowered in priority until resources are available. Resource limitations may also impact cleanup time.

Phase 4: Intermediate Recovery

Scope: Determining the order in which remediation/restoration teams take action

Considerations/Assumptions:

- Critical infrastructure and restoration of utilities, hospitals, care facilities, and schools should continue to be evaluated. Tools such as the Automated Critical Asset Management System (ACAMS) can be used in decision planning regarding critical facilities.
- Certain critical industries will have their own continuity plans, but the ability to follow those plans may depend on local resources.
- Private sector dependencies should be considered to help support economic recovery.
- Media and political pressure about prioritization decisions may increase and change.
 - Re-evaluation of priorities will be a constant process as new capabilities are stood up, technologies improve, lessons are learned, and information is gathered.
 - Prioritization should be responsive to changes in government leadership, structure, and priorities.

Phase 5: Long-Term Recovery

Scope: Continuing to address those priorities impacted by the incident

Considerations/Assumptions:

- Priorities should be set at the local, state, and federal levels to best support local jurisdictional needs in recovery. Decision-making must continue to be a collaborative process among all those affected.
- Elected officials who may have set the recovery goals for their jurisdiction may now be out of office.
- Each jurisdiction will have to evaluate progress in the recovery process and determine how to proceed.
- Evaluation of the level of recovery in all the impacted areas should be ongoing.
- A great deal of information will have been learned from this effort and should be documented and shared with others.
- Decisions regarding prioritization may result in litigation.

7.2 – RSF Natural Resource Conservation

Natural Resource Conservation provides direction in the conservation of natural resources. The responsibility of the RSF Natural Resource Conservation is to provide balanced technical assistance and cooperative conservation information and programs to landowners and land managers throughout Boulder County during recovery from a disaster. The primary responsibilities of this RSF are to manage debris removal and management along with restoring natural resources to the defined “New Normal”.

Support Function: to be determined

Recovery Support Function Units: Debris Management, Land rehabilitation, Resource Conservation and Environmental Protection

7.2.1- Debris Management

Debris management is associated with clearing debris and contaminated waste and consists of staging, segregating, reducing, composting, recycling, and proper disposal. Disasters often create large amounts of waste that must be managed as part of both immediate response and long-term recovery processes. Only a few state and local agencies in Colorado have debris management plans, and these plans do not necessarily address all types of debris, environmental laws, and legal and/or monitoring responsibilities.



Support Function: At the local level, the departments involved will depend on the local jurisdiction but will likely include a Boulder County Public Health Department, Boulder Public Works, County Roads and City and County parks and Open Space. At the state level, the agencies involved would be the Colorado Department of Public Health and

Environment (CDPHE) and the Colorado Department of Transportation (CDOT). Colorado Department of Agriculture would be the lead for commercial animal issues related to disposal.

Considerations/Assumptions:

- The regulatory scheme and agency in charge will be determined and communicated to all parties involved and a command/management structure will be set up.
- Existing debris management plans should have criteria for identifying debris sites depending on the type of debris generated from disasters.
- Because the classification for contaminated waste is not clear, treatment and disposal methods may be uncertain. Regulatory and disposal officials will be consulted before final decisions on disposal are made.
- Pre-approved contracts will be in place for qualified contractor and restoration firms.

Phase 3: Short-Term Recovery

Scope: Staging and disposing of various types of debris including vegetative debris, construction and demolition waste, hazardous waste, white goods, vehicles and vessels, garbage, animal carcasses, and infectious wastes. Chemical, biological, and radiological debris are not specifically addressed in this base section of the framework but are addressed in the attached annexes.

Considerations/Assumptions:

Personnel and Resources

- There may be shortages of facilities, equipment, and techniques to test and clear affected debris areas.
- There may be shortages of trained debris management personnel [including those with appropriate personnel protective equipment (PPE)] to characterize, treat, and dispose of waste properly. This, however, does not lessen any agencies' or jurisdictions' obligations to comply with federal, state, or local governments' environmental laws, statutes, regulations, or ordinances. Regulatory and disposal experts should be consulted when considering waiving any environmental laws.
- Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local waste haulers and treatment centers to handle contaminated waste.
- There may be a lag between cleanup and waste disposal readiness while personnel are trained and outfitted for everything from transportation to final disposition of the contaminated waste.

Characterization and Classification

- The management of waste that falls outside of classification will need to be determined.
- Debris may need to be sorted and required to be segregated.
- Key questions of effectiveness will need to be addressed:
 - How to determine if an area is clean; which agency and level will make that decision
 - Possible collection and staging options (curbside collection, collection sites, sorting or not sorting, etc.)

Transportation

- Transportation methods, special requirements, and contracts will need to be evaluated, including hauling routes and staging areas.
- Regulations need to be followed when transporting waste across jurisdictions. The specific regulation will depend on the type of waste, amount, and transportation route.
- The public will most likely need to accept areas through which waste is transported.

Treatment and Disposal

- Whether to decontaminate debris at the incident site before disposal will need to be decided.
- Determination for treating waste streams in place will be based on the cost, effectiveness, and public health requirements.
- Various disposal options will need to be considered, including the use of landfills, incinerators, and autoclaves.
- Gaining public acceptance for issues including nearby waste disposal may be challenging.
- Waste should be managed in a cost-effective and appropriate manner and efforts made to dispose of materials in a responsible way (i.e., recycling and composting materials) when possible.

Phase 4: Intermediate Recovery

Scope: Disposing of most of the waste. This phase may include the following activities:

- Waste characterization, treatment, clearance, and transportation
- Debris management site restoration (staging operations)
- Public messaging.

Considerations/Assumptions:

- As residents and business owners return to their property, increased amounts of normal waste may be generated. Waste may also increase as those returning renovate and re-establish a home environment. This phase may begin while cleanup activities are ongoing in other areas.
- Availability of trained personnel (such as contractors, restoration firms, and debris management personnel) and methods to increase the number of available resources for waste disposal activities may be an issue.
- A mechanism will be needed to verify contractors are qualified and comply with the debris management processes.
- Appropriate transportation methods need to be identified, including those for loading, routing, and unloading.
- Final disposal sites should be designated by waste type.
- Cleanup and long-term environmental monitoring may be needed at temporary waste treatment and storage sites in areas that have been reoccupied.

Phase 5: Long-Term Recovery

Scope: Returning waste management to local jurisdictions to meet all state and federal criteria, working with homeowners to return to pre-incident conditions (moving to a support function), and conducting long-term environmental monitoring of sites exposed, both in passing and in process, to contaminated waste

Considerations/Assumptions:

- Waste disposal sites, transportation routes, temporary waste storage sites, waste treatment facilities, trucks, and other facilities associated with the incident may need long-term monitoring, depending on the waste stream.
- Workers may need long-term monitoring to track any medical complications associated with their employment.
- Responsibility for the long-term monitoring of waste disposal sites will need to be determined.

7.2.2- Land Rehabilitation

Land rehabilitation is associated with evaluating impacts open space and parks, ecosystems, watersheds, habits, and flood drainages. Disasters often create land management issues that must be managed as part of the immediate response and long-term recovery processes. Land use issues can range from contamination to debris flow / flooding as a result of disaster. Land rehabilitation is strongly tied to land ownership and legal issues related to access, environmental law, emergency watershed protection and cost sharing determine what can be done to rehabilitate affected lands.

Recovery Support Function: At the local level, the departments involved will depend on the local jurisdiction but will likely include Land Use, Building Department, Boulder County Public Health Department, Boulder Public Works, County Roads and City and County parks and Open Space. At the state level and Federal Level, the agencies involved would be Colorado Water Conservation Board, USGS, Army Corps of Engineers, the Colorado Department of Public Health and Environment (CDPHE) and the Colorado Department of Transportation (CDOT) and Colorado Department of Agriculture.

Considerations/Assumptions:

- Land rehabilitation is the process of returning the land in a given area to some degree of its former state, after disasters has resulted in its damage.
- The demand for reclamation or rehabilitation is high due to the communities and policymakers awareness and increasingly environmentally conscious views.
- Environmental-protection laws are strong influences on rehabilitation practices and choices.
- Land rehabilitation can be a very costly process, especially if there is a toxic cleanup involved.
- The regulatory scheme and agency in charge will be determined and communicated to all parties involved and a command/management structure will be set up.
- Land Rehabilitation carries huge implications on resettlement programs and may require parts of the population to move to different areas of the county or simply to lower hazard ground nearby. In either case land rehabilitation goals should not only include physical re-settlement but also economic, social, and cultural changes. Care should be taken to incorporate social planning, economic planning and physical land use planning.

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.2.3- Resource Conservation and Environmental Protection

Our responsibility to current and future generations requires constant improvement and contribution to environmental protection. Recovery operations and practices are expected to help prevent or minimize emissions and waste or recovery generated activities.

Recovery operations should include planning levels that ensure...

- Emissions are within all relevant national and international standards.
- Waste water and waste air flows are monitored and reduced, and emissions are being lowered continuously.
- Modern waste management efficiently combines recycling and environmentally compatible disposal.
- Green technologies applied where practical, within the communities ability to fund projects and sustain efforts economically.

Recovery Support Function: To be defined.

Considerations/Assumptions:

- Coordination and inter-linkage of policy and plans related to resource conservation and environmental protection may be difficult to establish if not present previous to the disaster.
- Identify the public's perception and understanding of expectations related to resource conservation and environmental protection to determine how much is enough and when is it not enough?
- There will be a lack of local actions, and a lack of resource distribution to address resource conservation and environmental issues if competing with the unmet needs of disaster survivors.
- Waste prevention is better than waste management.
- Waste causes secondary disasters and the physical and socio economic conditions of the affected community must be considered.

- Sound environmental practices prior to the disaster can lead to proper disaster recovery mitigation and vice versa.

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.3 – RSF Finance & Economic Redevelopment

Economic redevelopment in this context is broadly defined as the planning and actions to recover and ultimately improve the economic vitality of Boulder County and the City of Boulder after a catastrophic incident. A primary goal of economic redevelopment is to retain and attract back local businesses and workers during all phases of recovery.

Economic redevelopment efforts will occur throughout recovery with changes in policy to support the objectives of each phase. The speed of recovery is an important aspect that affects the rate of businesses and population returning to Boulder County. There must be a sense of urgency surrounding recovery, with immediate strategies developed to retain businesses.



Support Function: At the local level, County Administration and Finance, City of Boulder Finance, local offices of economic development, planning departments, and chambers of commerce should be involved. At the state level, the agencies involved will be the Department of Local Affairs, Division of Local Government.

Considerations/Assumptions:

- Businesses that plan for disruption are less likely to go out of business after a disaster than those that do not. These COOP plans should be activated on the first signs of disruption.
- Economic recovery should be a key factor when considering priorities for cleanup of critical infrastructure (see Prioritization of Cleanup). Also, these assets may need to be bolstered in nearby areas to support the relocation of people, government, and business.
- Critical businesses should be identified in advance of a significant incident by the city managers and directors (i.e., economic development director). Criteria such as number of employees, location of the business, and prioritization factors (small and large employers) must be established.
- In some cases, facilities may be set to be reoccupied in weeks or months. Incentives should be prepared immediately for these cases. In other cases, it may be years before reoccupation can occur, and preparation for new incentives to bring in new businesses during long-term recovery will be important. The development of a “toolbox” of tactics, tools and techniques used to provide credit and financial incentives is advised to increase the availability of credit and capital to recovering businesses. This toolbox would be developed and approved by local mayors and the planning and community development teams.

Phase 3: Short-Term Recovery

Scope: Planning for retaining, maintaining and improving the economic vitality of Boulder County.

Considerations/Assumptions:

Plans/Policy

- Jurisdictions surrounding the immediately impacted area should support policies to retain affected businesses nearby.
- Development of a clearinghouse, with input from the Colorado Department of Regulatory Agencies (DORA) and its Division of Insurance, for validation of credible businesses should be considered. The focus of the clearinghouse should be on consumer protections including policies about price gauging.
- A strategy should be developed that may include consulting with businesses which vacated the area to determine what incentives would encourage reoccupation during intermediate recovery. It is important to plan for complementary businesses as well.
- Planning for repurposing of land should begin immediately, or, if in process, should be accelerated, to support prioritization efforts and minimize recovery time.

Infrastructure

- Locally identified critical economic infrastructure should be determined. Roads, telecommunications, schools, housing, healthcare, fuel, public transportation, and other infrastructure that supports employees' needs are all key enabling assets for businesses.
- Military and Federal installations should be encouraged to achieve mission readiness to support economic sustainment and recovery in their surrounding areas. These installations employ a large number of personnel, which in turn support enabling businesses.

Businesses

- Government agencies should work closely with the private sector during all phases, including providing information on plans, getting feedback, and involving the private sector in decision processes. Where possible, agencies will establish a business resource center with a liaison to the Boulder Recovery Coordination Group.
- Insurance representatives will be deployed and should be involved in the transition to recovery immediately.
- Incentives should be provided to move businesses to backup locations in Boulder County. Incentives should include support for expansion or maintenance of existing critical economic infrastructure in the alternate locations to handle additional usage.
- Reoccupation offers a distinct opportunity to repurpose and rezone areas to improve their resiliency to natural, accidental, and intentional disasters and to promote recovery objectives.

Phase 4: Intermediate Recovery

Scope: Implementing and refining strategies to continue to retain, maintain, and improve the economic vitality of Boulder County

Considerations/Assumptions:

- Agencies must work closely with the private sector to coordinate resources and cleanup efforts and provide information that businesses need to remain confident in the long-term viability of the regional economy. This coordination can address concerns and interests to support the reoccupation of the affected area. Private sector investment can also be used to prime the pump of the economy if incentives can be identified and risks mitigated for the investors.
- Agencies should promote business and economic opportunities in Boulder County to help recruit businesses, retain workers, and support the community.
- Information about cleanup resources should be provided to enable the private sector to retain and clean up their facilities. Sufficient information about the permitting for reoccupation should be provided along with any incentives for business retention or reoccupancy.

- The maximum use of local workforce and resources should be encouraged to return to the area and discourage relocation to enhance local economic recovery.
- Specific public messages about incentives should be crafted.
- The chambers of commerce can provide assistance with outreach and strategies for economic redevelopment in conjunction with other local organizations.
- Employees may be trained to be contractors for recovery during this phase. Areas could look at training and education programs to help build a new workforce.

Phase 5: Long-Term Recovery

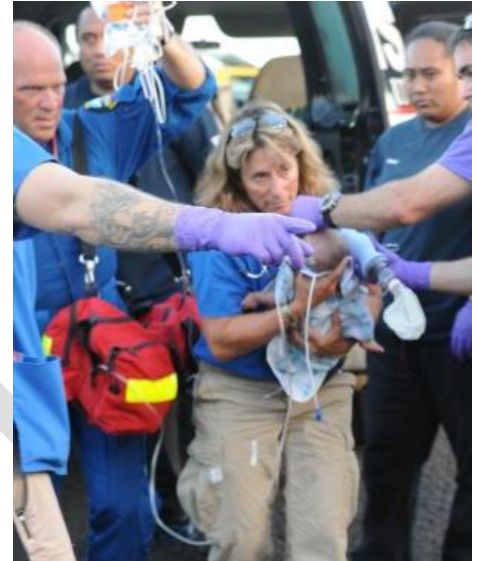
Scope: Beginning to phase out incentives and shifting activities toward more normal economic development as key objectives are accomplished. Once regional objectives are realized, the process of economic development will be transitioned back to local jurisdictions.

Considerations/Assumptions:

- Development plans are beginning to be initiated and a public involvement process has been established.
- Policy to develop incentives in the form of property tax credits, infrastructure improvements, wage subsidies (federal), and extended unemployment benefits may be developed.
- Public support at both the state and federal level will likely wane for continued economic and policy incentives for Boulder County as the situation establishes a “new normal.” This change may impact the ability of government to provide financial incentives to business.
- Incentives to promote tourism, trade, and hosting of business and government meetings may help promote an image of a healthy, functioning area and bring needed outside money into Boulder County.

7.4 – RSF Public Health

Public health’s responsibilities associated with disaster response are significant, including providing accurate and up-to-date information to the public and partners about air quality, monitoring local emergency room and urgent care visits for an increase in health conditions, monitoring of evacuation shelters to assess medical needs, and planning for a special needs shelter. Provide significant staffing of the EOC, as well as staff to maintain day-to-day department operations.



Public health and medical services is broadly defined as life-sustaining, safety, and health activities related to the incident. Initial recovery efforts will include several key activities for this RSF:

- Communicate community public health and risk information to a variety of audiences
- Conduct disease surveillance and environmental monitoring, and determine the source of the disease or environmental contaminant
- Assess environmental health threats and ensure the safety of air, water, and food
- Identify population(s) at risk, including workforces and responders, and protect both their physical and behavioral health to the greatest extent possible
- Assess the need for and coordinate the provision of behavioral health support to the community
- Assess the extent of residual contamination and assist or provide technical assistance in response, restoration, and recovery
- Facilitate and coordinate the procurement and distribution of medicine and medical resources
- Support the surge capabilities of health care organizations
- Support the restoration of critical medical infrastructure including facilities, distribution, and supply chains
- Recover and maintain the production and dissemination of vital records.

Public health and medical services will be active through all phases of recovery, although the scope and emphasis may change according to the characteristics of each phase.

Risk communication will be a major component of public health and medical services activities. Actionable guidance for all recipients of the information—health care providers, the emergency response community, and the public, should be provided (see Public Information and Messaging RSF for details).

Support Function: At the local level, local public health departments will lead. At the state level, CDPHE and Colorado Department of Human Services will be involved. The Public Health Recovery Function is responsible for environmental

health, community health, coordinating the Hospital and Medical Response Organization and Medical Reserve Corps of Boulder and assisting the County Coroner's Office.

The public health department supports the National Resource Conservation Recovery Function with debris and environmental issues. Only in regard to public health concerns does the Health Department not operate within a supportive role. In matters related to hazardous materials, ground contamination or health and safety of the public the Health Department has jurisdiction for approval of plans, establishing clean-up standards, and filing for financial assistance.

The Public Health Department oversees the Hospitals and long term care facilities in Boulder County. These organizations collectively work within a framework that is called the Hospital and Medical Response System. During a disaster this group combines and coordinates the medical infrastructure within Boulder County. This also includes coordinating with the Medical reserve Corps of Boulder County who manage the alternate care facilities of Boulder County.

The Coroner's Office and Public Health have the challenging assignment of developing, implementing and managing a mass fatality plan.

Recovery Support Function Units: Environmental Health, Community Health, HAMR, MRC, Coroner

Considerations/Assumptions:

Resources

- A disaster declaration would be in place to allow for the release and use of critical resources, to implement altered standards of care, and to provide a waiver for liability-related challenges.
- Because of the widespread impacts of the incident, managing resources such as medical supplies, pharmacies and clinics, and medication inventories will be a challenge.
- Durable and non-durable medical resources will be severely limited, particularly in the directly impacted areas.
- The medical and healthcare system costs associated with the incident will likely exceed local and state financial resources.
- Work force protection will be modified as appropriate and tailored to the incident to account for the increased and unknown risk.
- Just-in-time training will be necessary to address personnel shortages and should be developed, along with job action sheets, in advance to facilitate backfill across public, environmental, mental, and medical health roles.
- The civilian and public health care system may be completely overwhelmed. Alternative care sites should be considered as necessary.
- Medical care facilities will likely have logistical challenges.

Coordination

- Significant numbers of people with medical needs may be staying in shelters, possibly for months depending on the incident. Coordination with the shelters will be important.

- People will leave the immediately impacted area and seek medical assistance of both emergency and routine natures in other health jurisdictions.
- Long-term environmental monitoring will be needed of water, food, air quality, sanitation systems, and debris management systems. This monitoring will be a coordinated effort with environmental health, public works, and other local, state, and federal agencies including public, environmental, and mental health and medical services. An initial process should be developed and in place during the response phase that can be refined for recovery.
- Vital records managers will need to coordinate with coroners and medical examiners to manage fatalities caused by the incident.
- It will become necessary to engage the private sector and NGO community.

Level of Care

- The morbidity and mortality rates associated with the incident may be significant.
- Palliative care will be established based on the needs of the incident.
- Altered standards of care established during the response phase may extend into the recovery phase. (For more information on altered standards of care, see the report concerning pandemic influenza from CDPHE.⁴)
- Patient tracking will be maintained through short- and long-term recovery.
- Mental health/behavioral health support will be required for the responders and the community and may be one of the longest-lasting functions of the incident.
- Family members of those in the affected area will need support, which will further tax the mental/behavioral health resources as well as other human service resources.

Phase 3: Short-Term Recovery

Scope: Focusing on impacts and treatment of public, environmental, mental/behavioral, and medical issues associated with the incident, as well as providing public health communication

Considerations/Assumptions:

Public Health

- Providing technical assistance and support related to recovery efforts will be ongoing and adjusted as necessary.
- It may be necessary to provide or assist in providing vaccinations for responders involved in the recovery effort.
- Rocky Mountain Poison Control can provide support for disaster recovery activities to include operating the Colorado Health Emergency Line for the Public (CO HELP), which provides ongoing messaging to the public.

Environmental Health

- Air quality concerns include the potential for continued site-specific monitoring and surveillance for smoke, particulate dust, and asbestos during debris removal and for potential releases from affected manufacturing, dry cleaning, and other air-permitted businesses.

- Messaging on indoor environment hazards including carbon monoxide, mold, hazard safety, and household chemical hazards will be ongoing and adjusted as necessary.
- Water quality information will be provided as water services are restored and/or boil water orders or water supplies are continued.
- Sanitation, food and drinking water safety, and vector control issues will be ongoing and may increase in priority during this phase of recovery. Vector issues relative to standing water, food disposal, and other incidents related to outbreaks will be addressed, as necessary, through public messaging.
- Coordination with public works, waste haulers, and regulatory agencies will be actively underway to support debris removal activities. Public and environmental health will need to monitor and provide technical support for debris removal activities, debris management site activities, and debris recycling/disposal activities.

Medical Services

- Support for the capacity and solvency of the overall medical system in Boulder County may be needed. Health care facilities and healthcare workers may be impacted. Areas surrounding the impacted area may also need augmented medical capacity, including supplies, personnel, and facilities.
- Restoration of the logistics and delivery of incident-related pharmaceuticals and medical supplies will need to be monitored, coordinated, and prioritized.
- Labs for sample analysis other than Laboratory Response Network (LRN) labs should be identified.
- Protocols for transporting biologically contaminated patients outside of the impacted area need to be developed, accounting for movement across and into many jurisdictions. One option could be to use the National Disaster Medical System for patient tracking and movement. The protocols should also incorporate mechanisms for decontamination before transport or address how to ensure health care facilities receiving biologically contaminated patients will be protected.
- Poison Control centers can help in disasters.
 - They can provide medical information and treatment guidelines including countermeasures to assist with the treatment of survivors.
 - They have surge capability to continue to provide medical information and guidance for continuing treatment of survivors while still providing regular services as traditional medical services resume.
- Cleanup levels as well as the agency with the authority to determine and certify them will need to be identified.
- Key objective triggers should be established within public health and emergency management to ensure a behavioral health response.

Phase 4: Intermediate Recovery

Scope: Conducting parallel efforts that address continuation of a surveillance plan, ongoing environmental monitoring, and public messaging for public health issues; restoring and stabilizing the medical care system restoration and

stabilization from the acute phase; and maintaining a strong emphasis on communication as Boulder County returns to mostly normal, day-to-day operations

Considerations/Assumptions:

- A massive effort to process and analyze the data from the recovery will be underway. Communicating to the public this transition will be critical to assure transparency and support confidence in the public sector. Continuing to provide “what can you do” guidance is also important as it augments natural perception of survivorship and resilience.

Public Health

- Public health will return to continued surveillance for ongoing and emerging diseases and will also assess long-term health outcomes from the incident and continue disease control activities as required.
- Public health should also implement behavioral health surveillance, watching for signs/symptoms of extreme behavioral health impact on the community as a whole (not just focused on the individual).
- Workforce protection will need to be reassessed and modified as necessary.
- Rates of mental health issues, anxiety, and depression will likely increase for those who have elected to stay in Boulder County and those who left. Given the number of deaths, communities throughout the country may be directly impacted as friends and relatives learn of the fate of their loved ones.

Environmental Health

- Remediation activities related to environmental concerns will increase.
- Identification, management, and control of vectors may increase.
- Emphasis will shift from clearing restaurants and the general food supply, to a steady state and focus on supporting the reestablishment and distribution of the local wholesale food supply chain.
- The local water supply would be restored and returned to a functional state supported by quality control measures and public messaging.
- Coordinated messaging and communication will be needed to ensure the safety of indoor, residential environments as people return to their homes.

Medical Services

- Medical surge may still be ongoing. The essential medical services related to the incident will continue to be maintained and supported. The rebuilding and reestablishment of permanent medical facilities will begin, if necessary, to address primary, inpatient, and long-term care.
- There will be increasing focus on how to sustain and maintain solvency of the medical and behavioral health care systems.
- Agencies need to reach an understanding of who can direct and manage decontamination teams.

Phase 5: Long-Term Recovery

Scope: Remediating, evaluating, and following up while moving toward a pre-incident state

Considerations/Assumptions:

- At this stage, public, environmental, behavior/mental health, and medical-related impacts should have been assessed at all levels.

Public Health

- A long-term monitoring or surveillance program will be put in place to track long-term chronic impacts.
- Mental health issues should normalize. As people adjust to the “new normal,” psychological well-being and health issues should return to normal levels.
- Determination will need to be made regarding how long public health continues its monitoring efforts and how long the public sector continues to provide healthcare to the survivors.
- Sensitive populations with predisposed conditions secondary to the incident may need to be dealt with separately.

Environmental Health

- Secondary impacts of the incident (e.g., from fires to floods to new hazards) created in the new normal state will need to be assessed.

Medical Services

- The massive doses of treatment may lead to secondary impacts to the immune system, rendering it less resistant to other disease, particularly if, during the other phases, treatments were made using over-the-counter drugs.
- Any loss of personnel related to attrition caused by the incident will need to be rebuilt.

7.4.1- Environmental Health

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.4.2- Community Health

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.4.3- Hospital and Medical Response System (HAMR)s

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.4.4- Medical Reserve Corps

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.4.5- Coroner

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.



7.4.5a- Fatality Management

Fatality management encompasses investigation, and identification, transport and storage, notification, and processing/final disposition (burial and cremation) of human remains.

Support Function: Coroners and medical examiners⁵ from the local jurisdiction will have the lead. CDPHE will have a supporting role in a mass fatality response of this scale. Engagement of the U.S. State Department will be necessary to help with deaths of foreigners.

Considerations/Assumptions:

- Fatality management needs to begin as soon as possible during any emergency involving fatalities.
- The North Central Region's Fatality Management Plan would be enacted.
- Any large-scale incident that results in mass fatalities will overwhelm local capabilities. Infrastructure, facilities, and personnel (medical examiners/coroners) identified in plans may no longer be available because of the extent of the disaster. The Disaster Mortuary Operational Response Team (DMORT) is the only federal response organization prepared to handle large numbers of fatalities.
- While the fatality management process works well in the case of a single death, high fatality rates may require amending processes and procedures.
- The agency responsible for vital records is critical to effective fatality management.
- Planning needs to begin immediately to address the overwhelming number of people (family members, friends, and media) seeking information about missing loved ones who may be victims of the disaster. Family assistance services are a key component of mass fatality management.
- Early in emergency response, local jurisdictions will often have to depend on local agencies and organizations, such as the Colorado Human Remains Extraction and Recovery Team (CO-HEART), to support recovery efforts. State and federal support systems (DMORT) may take 24 to 48 hours to respond and establish operations.
- Morgue capacity in most hospitals may not be adequate for this task. Several solutions including refrigerated trailers or buildings, free-span structures, or temporary centralized morgue facilities may need to be considered early in the emergency response phase.

Phase 3: Short-Term Recovery

Scope: Conducting parallel efforts to deal with both a large number of human fatalities and to support public communication for community recovery; determining the area affected, number of fatalities, collection methods, and the recovery, storage, processing and identification of human remains.

Considerations/Assumptions:

Storage/Capacity

- Capacity issues will be impacted by a decision about the extent each of the remains will be examined (autopsied/confirmatory testing for cause of death) and how deaths will be legally certified. Per Colorado State Statute, the coroner/medical examiner's office is responsible for deciding when an autopsy is performed and has jurisdiction over deaths for identification and certification. Public officials may be able to waive certain laws for certification of death and issuance of death certificates, depending on the incident.
- Local jurisdictions will need to determine a means of rapidly identifying and collecting human remains as well as storing, processing, and final disposition.
- Temporary facilities will need to be established early, including the following:
 - Temporary morgue(s)
 - Family Assistance Center
 - Facilities for the holding, collection, and final disposition of human remains
 - Land for temporary internment.
- Continuity of operations may be a problem for the coroner/medical examiner's offices, which may also have sustained casualties and lost access to facilities.
- National Guard assets and DMORT may be available for processing/identifying bodies and performing autopsies. International support may prove necessary.
- If necessary, the coroner/medical examiner will need to establish collection points for overflow capacity of human remains.

Facility Assistance Center

- The medical examiner/coroner is responsible for the Family Assistance Center process. The Family Assistance Center's primary function is to gather ante mortem information regarding disaster victims and presumed fatalities.
- CDPHE will activate the Disaster Behavioral Health Division to provide behavioral health support for impacted communities including directly affected victims, families, and emergency response personnel.
- Strong family assistance support will be needed.
- Messages to volunteers, families, and others involved may change. Communication should include
 - Information for individuals and families seeking their missing loved ones
 - Direction to either a Family Assistance Center or Call Center to enable coroners to obtain necessary *ante mortem* information and possibly DNA
 - An educational resource to inform families of what they should expect from the fatality management process
 - Targeted messages about grief, loss, and community dislocation from behavioral health organizations in coordination with the Family Assistance Center.

Disposition

- Law enforcement agencies having jurisdiction will decide when the area is no longer a crime scene.

- Religious and cultural considerations should be made when establishing policy with regard to mass fatalities. Timelines associated with different cultures and religions for disposition of human remains should be considered. These preferences will be impacted by policy decisions about priorities.
- Some people may wish to bury their loved ones, or spread their ashes, in a traditional area that is impacted. Agencies will need to work with public officials to determine protocols to either support or deny such requests.
- Coordination with DoD for disposition of military personnel will be very important.
- A protocol will be needed for deaths of workers on the job. Will they receive higher priority for processing and final disposition because of liability concerns associated with worker safety and health?
- Non-disaster-related deaths will continue to occur. Tactics to maintain normal operations will be developed.
- The set-up of a temporary cremation facility should be considered for identified remains.

Phase 4: Intermediate Recovery

Scope: Continuing efforts to manage a large number of human remains and to establish and maintain sustainable fatality management systems and processes, with a focus on returning to mostly normal, day-to-day operations

Considerations/Assumptions:

- Continuing fatality management operations without outside support will be difficult because of worker fatigue and the overwhelming workload.
- Personnel health and well-being will remain important, especially in this phase where stress, fatigue, and emotions are high. Personnel working in the area of fatality management will be affected by stress, especially with long-term exposure to mass fatalities. Acute traumatic stress may increase and result in psychosocial issues and disorders. Communication and interventions should focus on
 - Recognition of signs of normal stress reactions
 - Suggestions for coping with acute and chronic stress as well as long-term behavioral health
 - Resources available for support and well-being.
- Support may be needed for final disposition, including financial, social, and health issues.
- Many short-term waivers and policy guidance documents may expire during this timeframe, leading into normal operations.
- Facilities may close, requiring alternate solutions and staffing. Trigger points for the closure of facilities must be considered before this occurs.
- The coroner/medical examiner's office will need to make final disposition decisions on remains that have no next of kin.

Phase 5: Long-Term Recovery

Scope: Conducting new normal operations

Considerations/Assumptions:

- Autopsy reports are public records and can therefore be released to the public as requested and through proper channels. It will need to be determined how the surge of requests will be handled.
- General statistics and information regarding fatality management operation will likely be made available through a final report on the incident. Capturing lessons learned and updating policies, plans, and procedures will be essential to ensure effective response and recovery in future incidents.

7.5 – RSF Infrastructure

This function applies to the preservation and restoration of public and private sector infrastructure systems and privately owned property. The disruption of certain infrastructure systems can have significant impacts on businesses and government functions, causing cascading effects far beyond the specific system itself.⁶ Infrastructure sectors include transportation systems, utilities, sanitation, water systems, schools, communications and information technology infrastructure. Specific sites and facilities should be identified before an incident to ensure disruption of services is minimized and to allow for pre-identification of backup resources.

Support Function: At the local level, support will depend on the jurisdiction’s structure will possibly including road and bridge departments or public works, with private sector involvement. At the State level, the lead agency will be the Colorado Department of Transportation (CDOT).

Recovery Support Function Units: Transportation, Utilities, Facilities, Schools, Information Technology

Phase 3: Short-Term Recovery

Scope: Preserving property and mitigating secondary impacts

Considerations/Assumptions:

Critical Infrastructure

- The incident may result in significant disruptions to the area’s critical infrastructure, such as energy, transportation, water systems, public health, and medical systems.
- Initial activities may include conducting an impact assessment to determine the extent of damages and complete emergency repairs. Damaged or destroyed critical infrastructure should be identified and prioritized.



- Identification of temporary alternatives to using damaged property and infrastructure will need to be a priority.
- Damaged roads must be restored to maintain supply lines as well as to provide access for emergency workers.
- Assisting owners of critical infrastructure with identifying backup solutions, such as generators for loss of electricity and potable water, will be important.
- A cost/benefit analysis associated with various forms of disposition (restoration versus demolition) can help with the decision-making process.

Private Sector

- Building owners and businesses will activate their COOP plans, thereby providing redundancies in infrastructure systems.
- Agencies should meet with business owners to determine their needs as well as to provide a forum for owners to meet with the Small Business Administration for financial assistance.
- Incentivizing building owners to restore property in a timely manner so as not to lose tenants should be considered.
- The level of building and property inspection required for certification of re-occupancy should be clarified in advance.
 - Specialized training may be required to rapidly increase the number of inspectors who can certify properties for re-occupancy.
 - Certifying buildings for re-occupancy may be considered a liability issue for those responsible.
- Restaurants and grocery stores will be inspected and reopened as expeditiously as possible to provide basic human needs and to restore economic vitality.

Phase 4: Intermediate Recovery

Scope: Continuing to preserve property and mitigate secondary impacts

Considerations/Assumptions:

- Continued assessment of infrastructure systems will be needed to determine ongoing needs. Assessments of general infrastructure pertaining to transportation and schools will be needed to ensure citizens are able to return to the area. Secondary impacts such as a decrease in structural integrity will also need to be assessed.
- A coordination mechanism will be needed between disaster assessment and remediation teams. This could be a role for the Unified Recovery Coordination Group.
- Some buildings may need to be demolished rather than restored for the protection of public health and safety.
- A process for tracking buildings that have already been cleaned.
- Procedures (developed during short-term recovery) that identify the level of inspection required before a building is certified for re-occupancy can be obtained from building, zoning, or fire officials.

- Legal authorities need to be defined as they relate to access and acquisition of private property, particularly for facilities that owners have surrendered, failed to claim, or failed to maintain and restore.
- During the transition from assessment to maintenance, adequate records need to be maintained of maintenance and remediation efforts in buildings.

Phase 5: Long-Term Recovery

Scope: Stabilizing and maintaining infrastructure, defining the new normal, and implementing mitigation measures to improve resiliency

Considerations/Assumptions:

- The use of temporary solutions should be transitioning back to more permanent solutions.
- A redevelopment planning study should be conducted with land-use reviews.
- Identification of mitigation measures to prevent similar future problems will be important.
- Lessons learned from the incident should be documented, shared, and publicized to educate stakeholders.

7.5.1- Transportation

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.5.2- Utilities

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.5.3- Facilities

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.5.4- Schools

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.5.5- Information Technology

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.6– RSF Cultural and Historical Preservation

The protection of a community’s natural and cultural resources and historic properties (NCH) following a catastrophic disaster can be a powerful catalyst for recovery and revitalization because it helps maintain and restore the fabric of a community, providing symbols of resilience. Preservation professionals can aid this process by being an integral part of recovery efforts.

Support Function: At the local level, the lead will depend on the local jurisdiction but will likely include local planning or park and recreation departments. At the state level, the lead would be the Colorado State Historic Preservation Office.

Recovery Support Function Units: Libraries & Historical Preservation

Considerations/Assumptions:

- Pre-identification of historic properties in the community will help recovery teams quickly locate those specific resources that require specially trained personnel.
- Advanced identification of personnel with specific preservation knowledge can assist with pre-disaster mitigation and post-disaster recovery.
- FEMA will typically trigger historic preservation compliance through the National Historic Preservation Act.
- Responsibilities for ensuring historic properties are being properly addressed during the recovery process will need to be determined.
- Local and state emergency plans should include salvage protocols for historic properties and, whenever possible, training for salvage contractors on the special needs of historic materials and features.

Phase 3: Short-Term Recovery

Scope: Stabilizing NCH resources

Considerations/Assumptions:

- Architects, engineers, historians, archaeologists, and inspectors with training and expertise in historic structures and sites should be included on damage assessment teams whenever possible. Preservation expertise lays the groundwork for more effective stabilization, repair, and rehabilitation in historic areas.
- Compliance with relevant environmental and other laws during recovery activities will be necessary.
- Interdependencies among short-term recovery decisions and long-term environmental impacts should be taken into account.



- The Colorado Division of Natural Resources will provide technical advice and assistance to help preserve, protect, conserve, stabilize, rehabilitate, or restore NCH resources and establish logistical links with organizations in those areas.
- The Historical Society of Colorado will provide technical advice to affected jurisdictions concerning historical property or artifacts destroyed or harmed during emergencies.
- The Natural Resources Conservation Service will assist in rehabilitating conservation facilities damaged by a disaster.
- Security of damaged cultural facilities will need to be considered to prevent such crimes as looting of artifacts.

Phase 4: Intermediate Recovery

Scope: Conserving, restoring, rehabilitating, or recovering the community’s valuable NCH resources

Considerations/Assumptions:

- Historic preservation offices have guidelines on documentation, salvage, and other post-disaster procedures for historic resources. Preservationists should make sure that local building and emergency officials are aware of these best practices and allow time to properly evaluate damage and explore preservation solutions.
- A preservationist can provide advice regarding which neighborhoods and districts should receive priority attention in the repair and rebuilding phase; however, historic preservation professionals may be in short supply.
- Availability of trained personnel (such as contractors, restoration firms) may be an issue.
- A mechanism will be needed to verify contractors are qualified and comply with any applicable laws related to preservation.

Phase 5: Long-Term Recovery

Scope: Returning to a state of normalcy

Considerations/Assumptions:

- Additional experts in the area of cleaning, repair, replacement, and reconstruction to assist in the repair of historic properties may need to be located.
- Long-term environmental monitoring may be needed in areas that have been restored.

7.6.1- Libraries

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.6.2- Historical Preservation

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.7 – RSF Housing and Human Services

Post-disaster housing is broadly defined as the providing housing assistance to individuals after a catastrophic incident. The nature of the support will depend on whether insurance covers losses caused by the incident. Post-disaster housing needs may be significant for both the interim and the long term.

Support Function: At the local level, Public Housing Authorities, human/community services, and volunteer organizations will be involved. At the state level, the Colorado Department of Local Affairs, Division of Housing (DOH); Colorado Housing Finance Authority (CHFA); and Colorado Department of Human Services will be involved.



Recovery Support Function Units: Housing, Behavioral Health, Mass Feeding, Human Services

Considerations/Assumptions:

- The range of people in need of support may include the homeless, destitute, displaced residents, disaster workers, and volunteers.
- A significant population may remain in the impacted area, unable to self-evacuate because of access and functional needs, poverty, language barriers, or limited access to transportation resources
- FEMA, Housing and Urban Development, and other federal resources may be available if a federal disaster is declared.
- Long-term temporary housing solutions may be required for several years following the disaster.
- Housing assistance will depend on meeting income eligibility requirements, meaning some displaced residents may not receive needed assistance.
- All potential housing solutions should be considered, including innovative and non-traditional sources such as college dorms and trailers, keeping in mind local zoning and this RSF policies.
- Every effort should be made to keep families, friends, and communities together to help strengthen the resilience of individuals and groups and reduce the long-term psychosocial consequences.
- Multiple jurisdictions may compete for limited housing resources.

Phase 3: Short-Term Recovery

Scope: Developing strategies for housing displaced residents

Considerations/Assumptions:

Temporary Housing

- Emergency shelters should only be used for a short time.
- The eventual demobilization of post-disaster housing and emergency shelters should be considered in planning.
- Temporary housing decisions should consider proximity to family, schools, transportation, and employment.

Permanent Housing

- A strategy for reoccupation of the affected area will be communicated to the affected population to help with implementation.
- A Disaster Recovery Center⁷ will be opened to enable individuals to meet with insurance agents and local officials to discuss options for rebuilding or relocation.
- Permanent relocation outside the area should be discouraged to help with the economic recovery of the community.
- The Colorado Chapter of International Code Council can assist in finding building officials and permit technicians to supplement local building inspectors.
- Housing inspection (for building and safety codes) before occupancy should be considered along with the possibility of waiving or altering the inspection requirement. The funding stream dictates whether inspections are necessary for building permits. If state rental assistance is provided, an inspection will be required.
- Rules for site acceptance and the authority for inspections will need to be determined. Normal standards and codes may need to be adjusted to accommodate resource constraints. Building codes may need to be adjusted.

Coordination

- Coordination between jurisdictions could help prevent competition.
- Partnering with the private sector, including developers and building owners, will be an important component in securing housing options.
- The DOH can provide technical assistance to local housing authorities in the development of post-disaster housing plans.

Funding

- Available housing resources may be insufficient to care for everyone affected by the disaster. Upon a state declaration of disaster, DOH will prioritize assistance for those eligible populations that have the fewest means to return to self-sufficiency.

- Financial assistance from DOH typically includes up to three months of rental assistance without a presidential declaration and longer with a presidential declaration.
- The sources and restrictions of funding as well as the duration of their availability should be identified.

Phase 4: Intermediate Recovery

Scope: Relocating people from temporary disaster housing, followed by scaling down post-disaster housing

Considerations/Assumptions:

- Local and state governments must be prepared to develop housing strategies after federal government rental assistance ends. Once post-disaster housing operations end or funding is cut off, some individuals may be rendered homeless. The Long-Term Recovery Committee (see Unmet Needs RSF) will assist in identifying these vulnerable populations.
- Competition for a limited supply of housing may be ongoing between displaced residents and disaster workers.
- Residents and property owners will be directed to interim housing availability through www.coloradohousingsearch.com for both listing and locating housing options.
- People may be relocated during this phase based on relocation plans developed in short-term recovery. Continuing to prioritize multi-dwelling sites and interim or long-term solutions is important.
- NGOs and faith-based organizations will assist in providing disaster housing case management.
- People may want to stay in their post-disaster housing indefinitely, and incentives may be needed to move them back to the area to maintain economic vitality.
- Upon a federal declaration, CHFA can activate a protection plan to suspend payments on mortgages in the impacted area.
- Rent control measures should be considered in areas that receive displaced residents to prevent indirect economic damage, such as inflation, price gouging, or predatory lending.
- The determination should be made whether people displaced by the incident will be prioritized or given incentives to return to the area.

Phase 5: Long-Term Recovery

Scope: Resolving financial and long-term administrative issues and considering permanent housing options

Considerations/Assumptions:

- The primary responsibility for permanent housing falls on individual homeowners, property owners, and private entities such as insurance companies. The Long-Term Recovery Committee (see Unmet Needs RSF) should address the unmet needs of survivors as they relate to housing issues
- U.S. Small Business Administration can make federally subsidized loans to homeowners and renters to repair or replace homes
- The State Disaster Housing Task Force will assist with recovery efforts when requested by CDPS-OEM upon issuance of a state declaration.

- Final disposition of remaining post-disaster housing resources (e.g., trailer cities, shipping containers, and tents) will need to be determined.
- Whether the government can subsidize property to limit the impact of severely declined property values on recovery should be determined.

7.7.1- Housing

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.7.2- Behavioral Health

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.7.3- Mass Feeding

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.7.4- Human Services / Unmet Needs

A successful recovery plan adequately attends to and addresses the unmet needs of individuals and families as they recover from disaster. The term Unmet Needs⁸ as an RSF refers to individual and family needs that were not met by insurance, governmental assistance, and immediately available emergency assistance from voluntary agencies. Included within this Unmet Needs RSF are the subcategories of Long-Term Recovery Committee (LTRC), Volunteer Coordination, and Donations Management.



Support Function: At the local level, the Voluntary Organizations Active in Disaster (DRVOAD), Colorado 211, Colorado Voluntary Organizations Active in Disaster (COVOAD), and Metro Volunteers will be involved. At the state level, the Division of Emergency Management would be the lead agency.

Long-Term Recovery Committee

Recovery from a disaster is a process that can take years for some survivors. As they begin to rebuild their lives, they may confront disaster-related needs that remain after personal and government-related resources have been exhausted. In these cases, the community itself may be best equipped to assist through the formation of a LTRC. LTRCs often include a combination of government agencies, nonprofit and faith-based partners, businesses, and community-based organizations and serve as a clearinghouse for matching individual or family needs with available local resources.

Considerations/Assumptions:

- The need for a Disaster Recovery Center should be evaluated to provide a one-stop hub for governmental and nonprofit assistance and information
- Case management may be assigned to the LTRC to ensure that affected individuals and family’s needs are reviewed.
- A resource such as Coordinated Assistance Network (CAN) allows for the sharing of information about cases, enabling the best use of community resources, and helps to prevent duplication of services.
- A variety of factors including age, disability, language barriers, lack of personal documentation, distance from the Disaster Recovery Center, and unfamiliarity with the disaster relief system can limit some survivors’ access to assistance. It is often those in most desperate need that are least able to get help. Public information delivered in a method appropriate to the various needs of survivors will be critical.
- Typical areas of enduring need after a disaster may include the following:

- Long-term mental and behavioral health concerns related to the traumatic incidents of the disaster
- Transportation issues
- Temporary short-term and long-term housing
- Comprehensive case management
- Children’s stability within schools and child care settings
- Home repairs or insurance deductibles
- Loss of employment or business
- Legal issues.

7.7.4a Volunteer Coordination and Donation Management

Volunteer Coordination is defined as the process of matching unaffiliated spontaneous volunteers with VOAD member agencies or credible voluntary organizations so they can support relief and recovery activities. Spontaneous unaffiliated volunteers are people who show up to volunteer but are not associated with any major volunteer organization.

Donation Management involves a process for effectively matching unsolicited undesignated in-kind donations with credible voluntary organizations. Agencies should encourage individuals to contribute donations to a VOAD member agency or other credible organization. Donations in the form of financial contributions should be encouraged whenever possible.

Considerations/Assumptions:

- Volunteer Reception Centers (VRCs) will have been established in the response phase.
- Volunteers will show up before access control is established and VRCs are operational.
- Donations management facilities and processes (collection centers, multi-agency warehouses, and distribution centers) have been established.
- Despite public messaging on appropriate donations, volunteers and donated goods have begun showing up at fire stations, churches, and government facilities.
- The Volunteer Coordination Team (VCT) will be activated. The VCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and utilization of spontaneous unaffiliated volunteers in the response and recovery efforts following a disaster.
- The Donations Coordination Team (DCT) will be activated. The DCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and allocation of unsolicited undesignated in-kind donations in the response and recovery efforts following a disaster.
- Colorado Donations and Volunteer Management Network (CDVMN, also known as Aidmatrix) can be activated. The purpose of the CDVMN is to effectively connect potential donors/volunteers with relief agencies through the CDVMN Portal (a web-based tool) so that response and recovery agencies are better able to support communities following a disaster.

Phase 3: Short-Term Recovery

Scope: Volunteer Coordination—Coordinating and matching volunteers to credible organizations

Donation Management—Receiving, sorting, cataloguing, storing, and dispersing goods to areas and people in need of support

Considerations/Assumptions:

Volunteers

- Resources can be deployed in a coordinated fashion through the VCT in conjunction with VOAD agencies.
- Careful donations management and volunteer management planning and strategies will reduce problems associated with unsolicited donations and spontaneous unaffiliated volunteers.
- Requests for volunteer support will likely come through the VRC.
- Volunteers may need credentials to enter and exit the impacted area and may also need “Volunteer ID cards” from their respective affiliated organization.
- Military volunteers may be available on request and dispatched by their respective EOCs for help inside the installation.
- It is recommended that the public be provided with a single URL (www.HelpColoradoNow.org or other site) for information on how to help in a disaster.

Donations

- Offers from the public and private sector are important resources in the recovery efforts and must be effectively coordinated.
- If not effectively managed, undesigned in-kind donations can prove detrimental to relief efforts. Unplanned deliveries of donated goods to a disaster site can jam distribution channels, overwhelm government and voluntary agencies, and interfere with the recovery efforts.
- A huge quantity of undistributed donated goods may require cataloguing and sorting.
- Unsuitable and unneeded donations must be disposed of properly. Where possible, unusable items will be recycled, distributed to non-profit organizations, and/or donated to disaster areas in other states (with the approval of the DCT). Unsolicited, undesigned donations that are unsuitable for use by any organization involved in relief efforts will not be accepted.

Financial Contributions

- Public messaging will emphasize that financial contributions are the best way to assist in disaster recovery. The public will be encouraged to give a financial contribution to the charity of their choice. Undesignated financial contributions will be directed to an online list of agencies with disaster relief programs in Colorado.
- When an LTRC is formed with a system to manage financial contributions to address outstanding needs, the public will also have the option to contribute to a fund managed by the LTRC. A member of COVOAD may be identified by the DCT to serve as the fiscal agent for funds directed to a LTRC. An alternative option would be to have funds deposited directly into a bank account earmarked for the LTRC.
- Legal requirements for volunteers in Colorado will need to be identified.

- The laws governing the use of volunteers in a disaster will need to be identified.

Phase 4: Intermediate Recovery

Scope: Volunteer Coordination—Receiving and affiliating volunteers to areas in need of support.

Donation Management—Continuing to receive, sort, catalogue, store, and disperse goods to areas and people in need of support and directing financial contributions to verified reliable organizations

Considerations/Assumptions:

- Large aid missions may be deployed to the area to support as needed.
- Donors will be discouraged from sending undesignated in-kind donations directly to the disaster site. Donors who attempt to donate unsolicited or inappropriate goods will be directed to community-based agencies such as food banks, thrift stores, and voluntary organizations in need of the donated goods.

Phase 5: Long-Term Recovery

Scope: Volunteer Coordination—Transitioning to local volunteer organizations will progress as the community rebuilds

Donation Management—Phasing out of the efforts to receive, sort, catalogue, store, and disperse goods to areas and people in need of support and possibly replacing the work with an effort to dispose of excess or unnecessary goods

Considerations/Assumptions:

- Affiliated organizations will transition more functions to local volunteer organizations. Many of the roles previously assigned to volunteers should be transitioned into jobs, perhaps under the authority of the agency in charge of long-term monitoring and recovery.
- The disposition of unused in-kind donations will need to be addressed.
- Reimbursements (from federal and state) will be contingent on sound documentation and record keeping, consistent with National Incident Management Systems framework.
- Agencies that receive donated resources should document donor names and addresses, specific items donated, how they were used, and final disposition. Organizations accepting donations of cash and/or goods will follow applicable internal audit policies and procedures.
- Affiliated organizations will be responsible for long-term monitoring of their volunteers.

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.8 – RSF Public Information and Community Engagement

Public messaging takes place in three primary ways:

- Formal communication with the public (press releases, public meetings)
- Interagency message coordination through the Joint Information System, which harmonizes all public messaging across agencies and jurisdictions
- Informal communication (social media, blogs, etc.).

A catastrophic incident will require extensive coordination of information to minimize miscommunication (which could seriously impact recovery time), both with the public and in the interagency process. Additionally, with public messaging, effective risk communication will be vital to shorten the recovery time. The messages should be coordinated but may not be identical in all areas because of the localized differences in the impact of the incident. Public communication may take on different aspects as the effort transitions from phase to phase, but sharing information with and gathering information from the public will remain important throughout recovery, shifting from crisis communications to community relations.



Support Function: At the local level, the lead will most likely depend on the type of incident but could include the public information officers (PIOs) through the mayor's office or public health department. At the state level, the lead will also depend on the type of incident but may come through CDPS-OEM, CDPHE, or the governor's office.

Recovery Support Function Units: Community Messaging, Community Meetings, Advocacy

Considerations/Assumptions:

- A PIO is generally included in an emergency operations center (EOC) as part of the Incident Command System and reports to the Incident Commander.
- A local Joint Information Center (JIC) or Joint Information System (JIS) will be established to coordinate information within the impacted area even during recovery.
- Federal partners may set up a JIC (or public information group) and integrate into the JIS at each impacted EOC. The federal government will establish a Joint Field Office for any large incident, and they will coordinate with the state and local PIOs in some fashion.
- There may be multiple sources of conflicting information.
- Messaging should be coordinated and presented by authoritative voices to maintain public confidence. Diversion from the message may have a negative impact on recovery because of the associated decline in public confidence.
- Opportunities will be needed to allow the public to communicate with agencies. Questions, suggestions, and offers of support must be managed and used to help fuel additional communication efforts.

Phase 3: Short-Term Recovery

Scope: Establishing reliable and accurate systems to provide clear, positive, and directive information; coordinating interagency messages to harmonize all public messaging across agencies and jurisdictions; and gathering information to understand public needs

Considerations/Assumptions:

Process

- A method for coordinating among federal, state, and local communication priorities should be established.
- The agency responsible for crafting public messages about each topic must be clearly identified.
- The JIS/JIC membership will have an impact on how information is communicated. The JIS should include both civilian PIOs and military public affairs officers.
- Transparency and visibility of the recovery process is important, so accurate and complete documentation should be maintained. This information will include detailed records of the incident and recovery planning.
- The public and private sector may have more confidence if they have more information such as information on contractors and insurance needs. Many forums exist to support this effort, including community meetings.

- PIOs should engage with community leaders, NGOs, and non-profits to help deliver the message and gather input on community information needs.
- Information should be disseminated to department heads and key partners.

Spokespeople

- PIOs may identify subject matter experts to assist with messaging.
- Spokespeople for the incident should be established and used consistently. These may include individuals who are subject matter experts or key elected officials who are unified with the official public message, recognizable, and trustworthy to local populations. More than one person will be needed to communicate with different audiences. Examples include the local health officer and elected officials.
- PIOs will provide talking points to the spokespeople based on information about the incident and public information needs.
- Multiple disciplines may all want to issue information, but it is important that subject matter experts and agencies balance interests to provide a clear, consistent message that will support recovery objectives.
- Spokespeople may vary by jurisdiction, but for continuity and to build trust, the number of spokespeople delivering messages to different audiences should be limited.

Content

- Public health information will be urgently needed.
- Under the coordination of the JIC/JIS, public health agencies will communicate to the public the nature of the incident and information about access to medical services and resources. The primary goals of this communication are to allay fears, articulate risks, and detail the appropriate treatment for the general public. Communication should be coordinated with the local environmental health agency.
- Communicating with populations that have access and functional need issues, including recent immigrants, those speaking foreign languages, and the homeless, may be very difficult.
- Communication regarding psychosocial wellbeing and self-care should begin in this phase and continue throughout recovery.
- A template should be developed for crafting public messaging and used to maintain consistency in message presentation. The first five messages can be pre-developed:
 - Message 1–Public health and safety information
 - Message 2–Donation and volunteer information
 - Message 3–Where to find information with and without technology access
 - Message 4–Reunification information (where to register the missing, families, and deaths)
 - Message 5–Location of the Disaster Recovery Center and services available.
- The JIS/JIC will work to promote a strong message and, if needed, address conflicting or erroneous information. Anti-government and negative messages may increase.
- The public message will be communicated across a wide-spectrum of media, including the traditional print media, video media, radio, and social media.

Phase 4: Intermediate Recovery

Scope: Conducting regular, day-to-day communication across Boulder County in the JIS/JICs, with critical messages going through JIS unified messaging approach

Considerations/Assumptions:

- All levels of communication should be engaged; however, emphasis will be on messaging from the local agencies rather than federal government and should be characterized by more communication to and from the private sector.
- There will be the continuing shift of communication from response issues to community recovery issues. During this phase there will be a transition from basic messages regarding immediate needs to active listening and responsive messaging.
- The content of official public messaging could shift to information about local government functional areas such as police and public health.
- Efforts will also be characterized by more communication to and from the private sector.
- Providing as much information as possible will enhance public trust and confidence. It is useful to provide pamphlets with information and use websites and social media. Topics could include legal issues, cleanup resources, and other important information.
- Decisions about messaging should be authorized by local jurisdictions.
- The JIC and JIS will need to monitor the news media and social media for inaccurate information and issue corrected information as needed.
- PIOs should continue to engage nonprofits and other community groups to help deliver coordinated messages.
- A major state, national, and international messaging and public relations campaign may be needed to begin re-establishing trust in the area's products (see the Economic Redevelopment RSF).
- Agencies should promote business and economic opportunities in Boulder County, providing messages that help recruit businesses, retain workers, and support the community.
- Public health messaging should include issues such as
 - Stress management
 - Behavioral health guidance
 - Ongoing health risks
 - Prevention opportunities
 - Encouragement to seek or continue medical treatment as needed.
- To establish trust, public messaging should include information about recovery activities and inform the public of actions they can take.
- Politicians, public figures, and jurisdictions may compete for air time and may have a negative impact on communications.

- Some jurisdictions may make decisions that are unpopular in other jurisdictions, which will necessitate close coordination among jurisdictions. Policy groups should fully understand the implications and impacts of decisions and be able to explain those decisions to the public.

Phase 5: Long-Term Recovery

Scope: Establishing a new sense of identity with a focus on returning to self-sufficiency, sustainability, and resilience

Considerations/Assumptions:

- Public messaging will have a new or renewed emphasis on preparation, prevention, and mitigation actions and activities.
- The group charged with public messaging for the recovery should continue its work well into the long-term phase.
- A long-term recovery lead should be identified to work with community partners and government agencies.
- Scientific studies and historical references will serve as the greater focus of communication. A repository of lessons learned, medical articles, and information about studies during restoration may also be created.
- Policy groups should be aware of the community's thoughts and attitudes toward and acknowledgement of the disaster (such as anniversaries) and should determine appropriate actions. These groups should identify and acknowledge milestones and successes in recovery.

7.8.1- Community Messaging

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.8.2- Community Meetings

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.8.3- Advocacy

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.9 – RSF Public Safety/Access Control/ Re-Entry

Access control is broadly defined as the restriction of appropriate individuals to the affected area and structures, as well as requiring egress from the impacted zones through check points. Public safety will be required through all phases of an incident and should be established and continuously maintained.

Support Function: At the local level, local law enforcement, building officials, and public health will be involved. At the state level, the Colorado State Patrol and CDPHE will be involved.

Phase 3: Short-Term Recovery

Scope: Controlling the impacted areas and jurisdictions

Considerations/Assumptions:

Coordination



- Communities or governments should have disaster statutes/memorandums of understanding in place to allow cross-jurisdictional authorities. Communities should have this written into their COG/COOP plans.
- The impacted area will have to be quickly identified and resources will likely need to be combined to provide adequate public safety. Cross-jurisdictional issues will need to be addressed. Maintaining cooperation across jurisdictions will be vital to prevent secondary impacts from public safety decisions made in other jurisdictions.
- Interagency communications must be established immediately. It is likely that radio communications will be required because of overloading or collapse of normal communication channels (phone lines, internet). Having the ability to access common radio channels will be critical to re-establishing order and responding to crises.
- Memorandums of understanding with private security forces are recommended.
- Neighboring jurisdictions outside of the immediately impacted area should be included in planning.
- Evacuees will need to be coordinated between jurisdictions.

Resources

- The inclusion of federal and private resources may become necessary given that local first responders may consider that their primary obligation is to their families and fail to report for duty, adversely impacting public safety staffing. Resources such as the National Guard, U.S. Army Reserve, other police agencies, and private security firms should be considered to provide assistance with public safety and security.
- Resource availability and allocations must be communicated quickly and may be determined by political influences (see Prioritization of Cleanup RSF).
- There may not be sufficient resources (human and equipment) to maintain public safety services at the local level. Intergovernmental agreements will be implemented.

Access Control

- A security perimeter may be difficult to establish because of the inherent difficulty of securing a large area. Additional resources may be required, whether from mutual aid agreements or from additional state and federal resources.
- Access control issues will be put forth to the policy groups for guidance.
- Certain personnel, including those associated with critical infrastructure, damage assessments, public works, and utilities, will need access to the area. Establishing criteria for determining who should be provided access should be considered.
- A system (potentially a badging or other credentialing system) will be necessary to control access in certain areas to authorized individuals.

First Responder Needs

- Acceptable risk to first responders needs to be evaluated and standards may need to be altered/lowered.

- Public safety personnel may require PPE to prevent long- term illnesses.
- Labor contracts may influence the short-term recovery phase based on work hours, safety conditions, and working conditions. Jurisdictions must understand local contracts and how they may impact recovery.
- Taking care of responders and responder families may include mental health issues.

Legal and Cultural Issues

- Public safety requirements will likely have an impact on transportation through impacted zones and will have a direct impact on usable emergency access routes.
- Perpetrators will be processed and housed based on severity of offense and threat to life/public safety and the availability of facilities. Minor offenses will likely be ignored initially.
- There may be limited law enforcement resources to devote to black market/profitteering activities, which often occur in disasters.
- Public safety concerns will be considered when religious doctrine requests are made. Leaders of the religious community should be consulted regarding any sensitivities.
- Legal authorities regarding access to private property for cleanup operations will need to be investigated.

Phase 4: Intermediate Recovery

Scope: Expanding public safety operations while continuing to restrict ingress of individuals and property into impacted zones to credentialed individuals and requiring egress of individuals and property from damaged zones through access control points

Considerations/Assumptions:

- High-visibility patrols have been established to convey to the public the importance of public safety and instill confidence. As the area is reoccupied, these patrols will be scaled back.
- Protocols must be established for moving large quantities of waste outside of the impacted incident perimeter to include hours of transportation, security, and items accepted for movement.
- Mutual aid agreements are still in effect for access control personnel and resources.
- The size of perimeter areas and level of control begin to reduce in some areas. Access control needs to be scalable so that it can be limited appropriately as zones inside the original perimeter are cleared to allow a safe reoccupation.
- Multiple types of facilities and areas with different levels of access must be clearly delineated.
- Public health will make recommendations associated with acceptable levels of risk for different usage areas. Varying levels of assessment from various sectors will be used to determine that usage area matches accessibility.
- Any security force would be managed and screened through ESF 13 and coordinated under the Incident Command System.

Phase 5: Long-Term Recovery

Scope: Returning to full-scale public safety, with limited access control to a few areas that will have been deemed irreparably damaged

Considerations/Assumptions:

- Law enforcement should now be working under a normal course of business circumstances.

7.10 – RSF Building and This RSF

How communities use land within their boundaries is referred to as land use policy. Land use policy establishes the basic type and intensity of uses permitted for each land use category, including the overall maximum density for residential development and maximum intensity of development for commercial and industrial uses. Effective land use policy adapts to fast-changing environmental, social and economic conditions. Planning and Development Services provides building and construction permits and applications, GIS mapping services, development review, inspections, licensing, zoning information, long range planning, and historic preservation.

Support Function: At the local level, the County Land Use Department and the City of Boulder Planning and Development Services determine how land use will be zoned or managed and also define building codes and standards. This RSF coordinates with City and County departments responsible for activities to rebuild and plan for redevelopment of the community.

Recovery Support Function Units: Inspections, Code Enforcement, Permitting, Zoning

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.10.1-Inspections

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.10.2-Code Enforcement

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.10.3-Permitting

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

7.10.4- Zoning

Recovery Support Function: To be defined.

Considerations/Assumptions:

Phase 3: Short-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 4: Intermediate Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

Phase 5: Long-Term Recovery

Scope: Describe what this RSF will look like in the short term recovery phase.

Considerations/Assumptions:

List the considerations related to this RSF in this section. Also provide the planning assumptions that can best identify what can be assumed about will be happening or occurring during this phase of recovery.

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 – Incident Management Teams

Incident Management Teams (IMTs) have been in existence since the 1970s. Developed in California in response to large disasters, IMTs have since grown to become national, regional, and local assets that respond to all types of hazard incidents. An IMT is a group of people with expertise in using the Incident Command System as well as the National Incident Management System. Under “management by objectives,” IMTs break down the problem and identify solutions in a way that assists the local jurisdiction in achieving its goals, whether in response or recovery.

IMTs have differing levels of expertise. A Type I team is a national asset that has the highest level of capability and depth. Type II teams are more of a regional asset and have slightly lesser capabilities. Type III or All-Hazard IMTs are usually a state, county, or local team. Members have experience and depth to manage complex incidents for 3 to 5 days, and teams have wide range of personnel from diverse organizations that include not only first responders but public health, public works, and animal and agriculture expertise as well.

The decision of which teams are activated depends on the complexity of the incident. Activation is determined in part by the anticipated length of the incident, how many responders and agencies are involved, and the political complexities of the incident.

Some have suggested that IMTs can play a role in long-term recovery. The purpose of this appendix is to describe the IMTs and their potential role in recovery, which will vary by jurisdiction.

B.1 Role of the IMT in Recovery

Traditionally, IMTs managed 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, the 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 capability were called in to assist.

B.2 Activation

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. Depending on local agreements, Type III or All-Hazard Teams may be activated locally, regionally, intra-state, or state to state through systems like the Emergency Management Assistance Compact. It is important that each jurisdiction determine what IMT capabilities are available in its area and how to access them.

B.3 IMT Requirements for Success

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 Boulder 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.

Colorado has a comprehensive Type III IMT Program throughout the state, with multiple teams that can respond locally and statewide. Check with your local emergency response agency for more information.

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