

# Recovery Annex

## Section 1. Introduction

The Recovery Annex provides an overview of recovery functions, agency roles and responsibilities, and a broad concept of operations. It is intended to address the recovery needs of the whole community. It is not intended to address specific procedures of any particular entity, rather provides support in coordinating recovery efforts. Such entities are required to have their own recovery strategies. Additionally, this annex will describe the specialized expertise to identify and restore critical infrastructure that may have been damaged or destroyed by the incident.

## Section 2. Recovery Considerations

When an incident occurs within La Plata County, the primary agency's focus is to preserve life and property, protecting the citizens and visitors of the County. It is equally important to ensure that recovery efforts begin as soon as the incident starts to enhance community resiliency.

### 2.1 Situation & Assumptions

The County will coordinate with neighboring counties and the State concerning the necessary recovery actions. Areas of consideration include but may not be limited to:

- **Phases of recovery:**
  - Preparedness before a disaster
  - Short-term to intermediate recovery
  - Long-term recovery
- **Finance:** Finances should be a consideration throughout the entire recovery operational period to enhance disaster cost recovery.
- **Recovery Functions:**
  - Community planning & capacity building
  - Health & social services
  - Economy
  - Housing recovery
  - Infrastructure systems
  - Natural & cultural resources.
- **Damage Assessment:**
  - Rapid needs assessment (initial)
  - Preliminary damage assessment
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## Section 3. Concept of Operations

### 3.1 Recovery Timeframes/Phases

Recovery occurs throughout each phase of a disaster, before, during, and after. In essence of planning for recovery, it is significant to note that recovery efforts will vary dependent upon timeline. Figure 1: NDRF Recovery Continuum depicts the various stages of recovery.

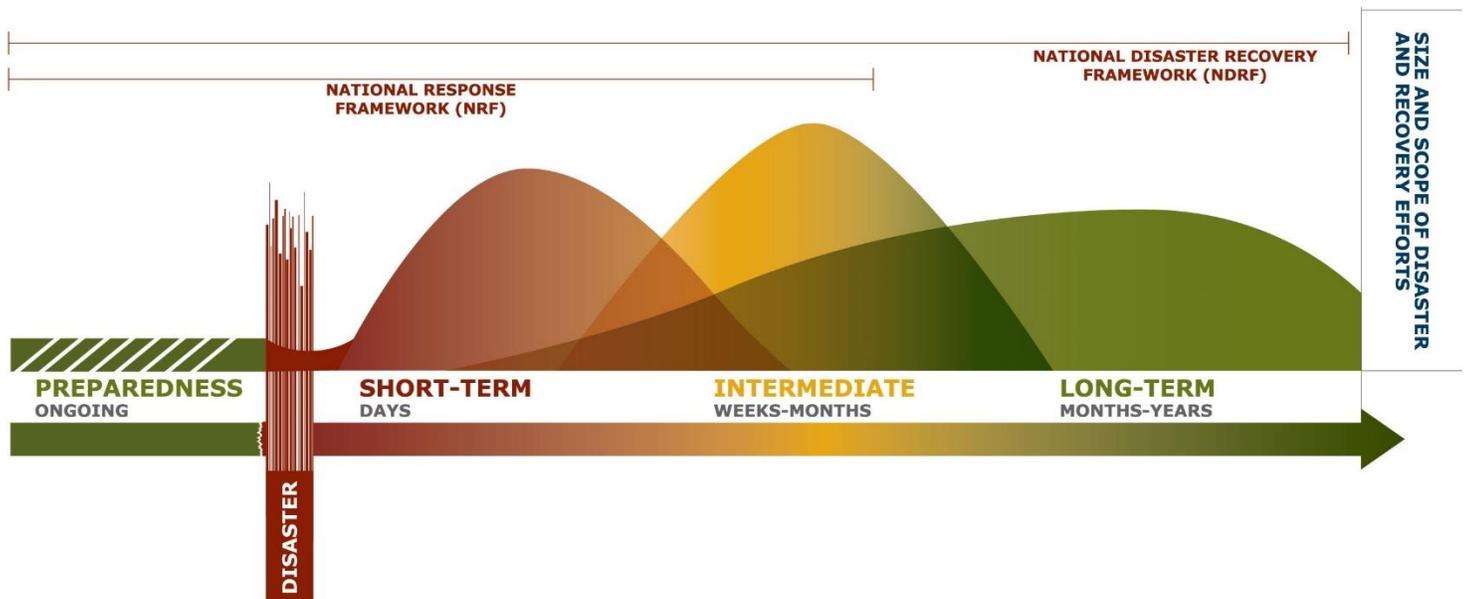


Figure 1: NDRF Recovery Continuum

#### 3.1.1 Preparedness

Planning for recovery prior to a disaster response is a critical step towards resilient communities. Community-based planning best captures complete area recovery. [The National Disaster Response Framework](#) provides guidance for community-level planning for recovery that strengthens continuity and response and speeds up the recovery process. The guiding principles include individual & family empowerment, leadership & local primacy, pre-disaster recovery planning, engaged partnerships, unity of effort, timeliness & flexibility, resilience & sustainability, and psychological & emotional recovery. Pre-disaster planning allows for a common platform that guides upcoming recovery decisions and efforts.

#### 3.1.2 Short term – Intermediate Recovery

Short-term recovery operations will begin during the response phase of the emergency. The National Response Framework aids in guiding response to various types of incidents which later require recovery operations. The objectives of short-term recovery are to restore local government to a minimal capacity. Each jurisdiction will coordinate efforts to restore systems and services. Recovery operations include coordinated restoration of

essential services, safety & security, food, water, shelter, health & medical, energy, communications, transportation, and hazardous materials. Initial actions revolve around accurate situational awareness and getting a recovery group organized.

### 3.1.3 Long-Term Recovery

The primary objective of long-term recovery is to restore facilities to pre-disaster conditions. Each affected jurisdiction will be responsible for their own approach to mitigation. The County, jurisdictions, and special districts will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing, or reconstructing them during long-term recovery operations. Information regarding on-going recovery operations will be coordinated by the agencies and jurisdictions and communicated to the Office of Emergency Management.

### 3.1.4 Finance

Financial best practices and recommendations to organize and enhance cost recovery efforts are described below; many of these considerations should be addressed to expedite recovery operations and proper documentation.

**Documentation:** Funding for disaster recovery is provided by Federal Emergency Management Agency (FEMA) through a Public Assistance (PA) and Hazard Mitigation program, the State, or DOLA. The foundation for eligibility is that the damage occurred during the incident period and within the area declared by the President, showing that it was a direct cause of the disaster and that the damages are under the legal authority of the applicant. In some instances, incident-specific funding sources may be available.

**Accounting:** Local jurisdictions should adjust (add or delete accounts) their existing accounting systems and develop documentation protocols that can meet both ongoing community requirements and provide sufficient documentation to justify claims for FEMA and insurance. Develop fund codes in the local accounting and budget process that relate to FEMA eligibility requirements. Eligible overtime and other expenses can be documented separately from day-to-day costs at the beginning of any event that might lead to a Federal disaster declaration.

**Insurance Documentation:** Another source of recovery funding is through insurance. Many insurance companies require similar documentation as FEMA. Good documentation of specific damage and cost information can be especially useful to insurance companies before they make payment on policy claims, particularly for business interruption payments and emergency protective measures.

**Procurement Procedures:** Local jurisdictions should have clear emergency procurement procedures outlined in their local ordinances, policies, and procedures. Specify who has the authority to issue an emergency contract and draw upon \_\_\_\_, discuss expected needs and scenarios to define for what purposes emergency contracts can be used and what limits, if any, the community will place on spending in an emergency.

**Rapid Acquisition:** Local jurisdictions should incorporate procurement procedures into emergency plans that allow for very rapid and more competitive acquisitions, the use of the federal General Services Administration

(GSA) schedule if state and local laws permit to access qualified support with minimal time, or establish processes and expectations ahead of time to ensure that shortly after a non-competitive emergency contract award, more competitive acquisition processes are implemented as soon as practicable to re-bid the work for the longer-term. These measures will help avoid problems with FEMA reimbursement.

**Financial Reserves:** Disasters place immediate financial pressures and requirements on local jurisdictions, yet most local governments do not maintain sufficient reserves to meet their financial needs after a major disaster. Not all costs are reimbursed and even when they are, there is often a lengthy delay between when costs are incurred and when reimbursement arrives. The availability of a “Rainy Day Fund,” or the pre-event establishment of emergency lines of credit becomes extremely important. Jurisdictions should additionally become familiar with any limitations that they may face and consider how they can be overcome.

**Pre-Disaster Debris Planning:** Debris is a major issue after a disaster and is a specific category of the FEMA Public Assistance (PA) Program. Local government should have a pre-disaster Debris Management Plan that identifies how debris will be handled. Pre-planning can avoid major costs and delays in dealing with debris after a disaster.

**Contracts and Bargaining Agreements:** Local jurisdictions should review existing contracts and bargaining agreements with respect to receiving FEMA PA funds for emergency work. Some government policies or bargaining agreements with public employees have conflicted with FEMA regulations for reimbursement. Local governments need to understand this, and if their goal is to minimize unreimbursed expenses, work to modify policies and collective bargaining agreements to bring them in line with federal reimbursement guidelines. Even if no such modifications or changes are made, local governments should understand the impacts of these policies on their financial exposure after disasters, and plan for having to pay a larger share of these added expenses.

**Salaried Personnel:** Local governments occasionally conflict with FEMA eligibility rules in the assignment of salaried personnel to disaster work. These people often work many hours, and the local government wants to provide extra compensation. Such onetime extra pay or benefit is not eligible under FEMA rules. If local governments want to be able to reward salaried employees for extra work in disaster, they should consider establishing a documentation method and compensation package that would apply to all emergency work whether there is a presidential disaster declaration or not.

**Volunteers:** Another best practice is pre-planning the use of and documentation for volunteers who do recovery work and who are eligible for FEMA reimbursement. Plans can be made ahead of time for sign-in sheets that capture the amount and scope of work that is done. Salary equivalents can be set ahead of time. This documented volunteer time can be used to offset the nonfederal share that is a requirement of the FEMA Public Assistance (PA) Program.

**COOP/COG Planning:** Local governments should review their Continuity of Operations (COOP) and Continuity of Governance (COG) plans and ordinances to ensure there are appropriate lines of authority and success for elected and appointed leaders. This can help to avoid the “Who is in charge?” question that often hinders

decision making in major disasters and can ensure appropriate authorities make financial decisions to not jeopardize potential FEMA reimbursement.

## 3.2 Government Organization

### Local

[The National Disaster Recovery Framework](#) provides guidance to recovery elements that are always in effect and can be implemented at any time. Local Governments are the primary leads in preparing for and managing the response and recovery efforts within the community and will lead pre- and post-disaster recovery and mitigation planning. Post disaster, LPC and municipalities will look to rebuild sectors of the community. This can be achieved through (6) recovery support functions (RSF). Depending upon the incident, one or all the following RSF's may be activated:



To determine the support necessary, the County OEM will develop a recovery task force (RTF) comprised of various local stakeholders and/or MACG members to determine the support required for recovery efforts following an incident. The RTF may provide an overview of the impact of the incident on infrastructure protection, response efforts, and a view of short- and long-term recovery and restoration needs based upon damage assessments section 3.3.

### State

The state supports communities through providing technical and/or financial support. The state can provide access and guidance to recovery resources and funds. LPC OEM can coordinate with their DHSEM regional field manager who will work to determine what critical infrastructure is damaged, further determining if state agencies have a role in reestablishing infrastructure. When requested, CDOT will aid in reestablishing priority highways and bridges and Colorado Department of Public Health and Environment (CDPHE) will prioritize critical infrastructure that needs to be reestablished to protect residents' health and safety.

### Federal

Federal departments build capacity for recovery core capabilities across Federal Coordinating Structures. They promote resilience by means of guidance and grants to reduce impacts of disaster across the Nation. Support comes into play when one or more incidents occur that exceed the capacity of the State or Tribal Governments.

## 3.3 Damage Assessment

Each of the municipalities located within La Plata County are responsible for coordinating recovery within their respective jurisdictions. Once efforts have exceeded capability, the EOC will coordinate an area-wide effort. Damage assessment is conducted in three phases: Rapid Needs Assessment (RNA), Preliminary Damage Assessment, and Damage Survey Reports Development.

### Rapid Needs Assessment (RNA)

An RNA determines immediate life/safety issues, resource requirements, and damages. The RNA is conducted by entities who have access to the disaster area such as law enforcement, firefighters, and medical personnel. The EOC will use this information for analyzing lifelines and reporting damages. Lifelines include:

- Safety and security
- Food, water, and shelter
- Health and medical
- Energy
- Communications
- Transportation
- Hazardous materials

### Preliminary Damage Assessment (PDA)

PDA is used to define a standard, national-level framework for how governments collect, validate, quantify, and document the cause, location, and details of damage following a disaster. FEMA provides a [Preliminary Damage Assessment Guide](#) to be applied as necessary. To conduct assessments, the IC must deem the incident stable and approve entry to the affected area. Critical tasks may include:

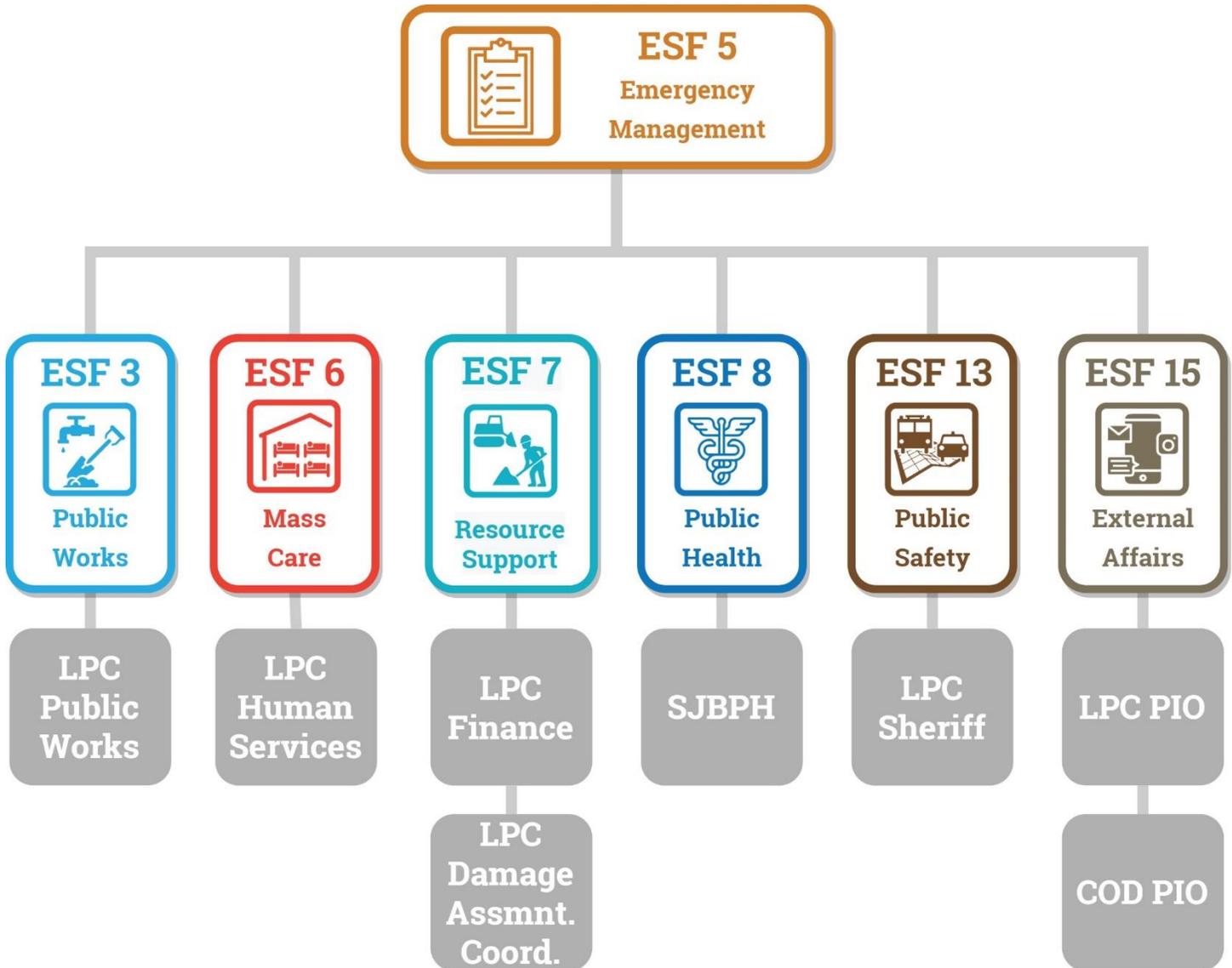
- Identify and facilitate the restoration and sustainment of essential services.
- Identify residents with Access and Functional Needs (AFN) and determine their immediate needs.
- Coordinate planning for infrastructure redevelopment at the regional, system-wide level.
- Develop a plan with a timeline for developing, redeveloping, and enhancing community infrastructure.
- Provide systems that meet the community needs while minimizing service disruption.

### Damage Survey Reports Development

The [FEMA Form 009-0-91 Project Worksheet](#) is the primary responsibility of the state and federal representatives on the Damage Assessment Teams and is the third phase of the damage assessment process. The primary purpose of the form is to document the damage description and dimensions, scope of work, and project costs for the repair of eligible public assistance projects.

## Section 4. Roles and Responsibilities

The following shows the primary entities that will be involved with the recovery efforts within the County; it is not inclusive of all the possible entities that could be involved. In a large regional disaster, other County entities, as well as the State and Federal Government may be needed to provide resources.



### Acronyms:

LPC PIO – Public Information Officer

COD PIO – City of Durango Public Information Officer

SJBPH – San Juan Basin Public Health

## 4.1 Local Government Entities

### 4.1.1 Primary ESF

#### ESF 5 - Emergency Management



OEM will coordinate the County government's role in response to and recovery from the disaster. OEM will work in partnership with the EM of the municipalities within the County to provide overall coordination at the Emergency Operations Center (EOC).

#### ESF 5 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated <input type="checkbox"/> In-Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	Activate an information coordination conference call to determine increased situational awareness of the threat, the seriousness of the threat, and what next steps may need to be taken and activate the EOC, in coordination with the County Manager, to the appropriate emergency level. Communicate with DHSEM requesting additional resources as needed. Coordinate public notifications as needed. Activate the Damage Assessment process with staffing. Designate a County Damage Assessment Coordinator. Assist the County Manager in situation analyses and compare the response and recovery needs against existing capabilities.

#### ESF 5 – EOC Activation

STATUS	ACTION
<input type="checkbox"/> Initiated <input type="checkbox"/> In-Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	Notify staff of pending EOC activation, and/or to current activation levels. Coordinate staffing of all needed positions. Activate the Multi-Agency Coordination Group (MACG) for coordination and decision-making purposes. Maintain coordination and communication between the EOC and support agencies, including direct communication with the ICP. Communicate with DHSEM keeping the State apprised of local situation. Recommend emergency/disaster declaration when warranted. Coordinate with Finance to handle reporting and reimbursement requests.

<input type="checkbox"/> Initiated <input type="checkbox"/> In-Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	Coordinate with the damage assessment coordinator to obtain a current briefing on the situation and the anticipated tasks. Brief and organize the damage assessment staff into necessary teams with assigned prioritized tasks and designate a leader for each team. Establish times for receipt of accumulated information/data; record reported information on summary sheets and provide with supporting data, as requested.
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#### ESF 5 – Short term Recovery



STATUS	ACTION
<input type="checkbox"/> Initiated	Develop initial short term – intermediate recovery objectives. Develop a staffing pattern for the Recovery Task Force including a recovery unit lead from the LPC Finance Department. Refer to Section 3.1.4 Have County agencies collect information on their ability to sustain agency operations. Develop information for the public on the recovery process and progress. Refer to hazard specific Annexes for additional guidance.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

**ESF 5 – Long Term Recovery**

STATUS	ACTION
<input type="checkbox"/> Initiated	Ensure that enough people are assigned to the RTF and supported by their primary organization. Continue to collect information on progress, duration, and impact from utility providers; social, medical and health services; transportation services; debris issues; LPC operations and services; private sector retail and wholesale providers; schools, etc. Develop long term recovery objective. Determine appropriate Recovery Operational Period. Continue to coordinate with the Operational Area, adjacent counties, and the state. Seek regional coordination if applicable and develop a group Community Recovery Plan. Look for public/private partnerships to strengthen recovery efforts. Establish work groups based either on geographic or function need. Continue to provide information for the public on the recovery progress. Facilitate public involvement in the recovery process.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

## 4.1.2 Support ESF

### ESF 3 – Public Works & Engineering



ESF 3 works to coordinate and organize resources to facilitate the delivery of multiple core capabilities within the community. Public Works conducts post incident assessments of public works and infrastructure.

#### ESF 3 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Coordinate use of technological tools, training, and exercising with partners, establish private sector contracts and agreements, and coordinate with volunteer organizations and other nongovernmental partners. Conduct post incident assessments of public works and infrastructure. Provide emergency repair to damaged public infrastructure and critical facilities.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	
<input type="checkbox"/> Initiated	Provide assessment and emergency response support for water, wastewater treatment facilities, levees, dams, buildings, bridges, and other infrastructure. Clear debris from roads to facilitate response and recovery operations.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

## ESF 6 – Mass Care & Human Services



The Department of Human Services (DHS) is responsible for coordination support of people, including those with Access and Functional Needs (AFN), during recovery operations. DHS is additionally responsible for providing immediate shelter needs prior to ARC’s involvement. DHS will coordinate animal care with the support of La Plata County Animal Care.

### ESF 6 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Coordinate for transportation of non-ambulatory persons and people with disabilities. Provide immediate short-term mass care and shelter if requested, refer to Mass Care and Shelter Annex. DHS to coordinate with <b>ESF 15</b> to develop messaging and notify the public (especially people with AFN and those with limited English proficiency) of necessary recovery information. Coordinate the reunification of children who have been displaced from their families.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

## ESF 7 – Logistics Management & Resource Management



La Plata County Road & Bridge Department (R&B) will provide materials, equipment, and/or personnel for the emergency maintenance and/or restoration of basic services to the public during an emergency or disaster. Coordination with outside contractors may be necessary. R&B will develop plans, policies, and procedures for the central control and repair of transportation assets for emergency utilization of county vehicles, heavy equipment, supplies, and personnel.

### ESF 7 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Provide support to first responders by conducting traffic control measures such as barricades and flares, including establishment of emergency traffic routes and identification and marking of dangerous areas in coordination with the Sheriff's Office. If road closures are necessary, communicate them to the IC.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

## ESF 8 – Public Health & Medical



Public Health identifies the health and medical needs of those impacted during recovery operations, including patients in hospitals, hospices, and nursing homes.

### ESF 8 – Coordination List

**STATUS**

**ACTION**

Initiated

In-Progress

Completed

N/A

With the support of **ESF 6** and EOC personnel, coordinate specialized transportation for impacted populations with medical and functional needs. Coordinate care for individuals whose needs cannot be accommodated in short-term general population shelters.

## ESF 13 - Sheriff's Office



The Sheriff's Office supports the EOC when activated as the lead of the Law Enforcement Branch of the Operations Sections. Responsible for the movement of citizens throughout the impacted areas.

### ESF 13 Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	
<input type="checkbox"/> In-Progress	Evacuate residents from impacted areas as appropriate, refer to Evacuation Annex. Assist with identification of persons and populations that appear to need special assistance.
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

### ESF 13 – Traffic Control

STATUS	ACTION
<input type="checkbox"/> Initiated	
<input type="checkbox"/> In-Progress	Facilitate the movement of emergency vehicles with local police and the Colorado State Patrol. Post signage, in coordination with <b>ESF 7</b> , directing people to appropriate mass care and sheltering facilities. Close damaged roads and direct traffic rerouting as appropriate.
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

## ESF 15 – External Affairs



External Affairs/public information officer/public affairs officer provide accurate, coordinated, timely, and accessible information to affected populations, including governments, media, the private sector, and the local populace, including children, those with disabilities and others with AFN, and individuals with limited English proficiency

### ESF 15 Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Provide emergency public information. Provide emergency public information. Provide continuous and accessible public incident information. Ensure that information is authentic and valid and informs individuals with sensory, intellectual, or cognitive
<input type="checkbox"/> In-Progress	disabilities; individuals with limited English proficiency; and others with AFN. Coordinate the actions for public information releases. Inform responding stakeholders how to, or when not to, interact with the media during an emergency.
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	