



Disaster Recovery Framework

Garfield County, Colorado



February 2012

Table of Contents

Introduction	iii
Approval and Implementation	v
Signature Page	vi
Recovery Framework.....	1
Purpose, Scope, Situation, and Assumptions.....	1
Concept of Operations.....	3
Organization and Assignment of Responsibilities.....	11
General	11
Organization.....	11
Assignment of Responsibilities.....	12
Direction, Control, and Coordination.....	16
Authority to Initiate Actions	16
National Incident Management System.....	16
Information Collection and Dissemination.....	17
Communications	18
Administration, Finance, and Logistics.....	19
Agreements and Understandings	19
Emergency Purchasing.....	19
Records and Reports	19
Plan Development and Maintenance.....	20
Authorities and References	21
Legal Authority	21

This page intentionally left blank

Introduction

In 2010, the County developed a comprehensive risk assessment evaluating hazards, vulnerabilities and developing a method for understanding relative risk. That Risk Assessment provides a foundation for all emergency management plans. Building upon this foundation Garfield County developed this Disaster Recovery Framework as part of a suite of emergency management plans, including a Continuity of Operations Plan (COOP) and Natural Hazard Mitigation Plan.

This disaster recovery framework contains a set of strategies and a management structure to guide Garfield County as it rebuilds after a disaster occurs. Creating this framework required the County to make decisions in advance of an event that will provide alternatives for the early return to normalcy, reduction of future vulnerability, and opportunities to improve the community. The purpose of this disaster recovery framework is to assist Garfield County in developing a short-, intermediate-, and long-term management structure and strategies that the County can use to prepare for recovery from a disaster event. This plan promotes a shared responsibility between individuals; private businesses and industries; nonprofits; state, local, and tribal governments; and the federal government.

Jurisdictions that engage in post-disaster recovery planning prior to a disaster event can more effectively direct outside redevelopment and other resources from federal, state, or other regional authorities once the disaster occurs. In this manner, rather than haphazardly rushing to rebuild, a community's redevelopment and recovery actions can take place in a manner that is both expedient and consistent with its vision, values, and goals.

The ideal disaster recovery process is one where the community proactively manages¹:

- Reconstruction and redevelopment decisions to balance competing interests so constituents are treated equitably and long-term community benefits are not sacrificed for short-term individual gains
- Multiple financial resources to achieve broad-based community support for holistic recovery activities
- Reconstruction and redevelopment opportunities to enhance economic and community vitality
- Environmental and natural resource opportunities to enhance natural functions and improve community benefits
- Exposure to risk to a level that is less than what it was before the disaster
- Integration of recovery efforts with existing plans and policies

Garfield County's Recovery Framework focuses on: making decisions in advance of an emergency or disaster, retaining local control of decision making processes, organizing a more efficient redevelopment effort, keeping recovery efforts local, preserving taxable property values, and protecting local economic resources. This is accomplished not only through the

¹ List adapted from "The Holistic Disaster Recovery Process", Holistic Disaster Recovery: Ideas for Building Local Sustainability After a Natural Disaster. PERI (2005).

development, exercising and updating of this framework, but the management, coordination, and implementation of other Garfield County emergency management plans (e.g. Natural Hazard Mitigation, Community Wildfire Protection Plan, Pandemic Flu Plan, Emergency Operations Plan, and Continuity of Operations Plan).

The Garfield County Disaster Recovery Framework follows the Local Government Recovery Planning Template established in the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide (CPG) 101.

Approval and Implementation

The transfer of management authority for actions during an incident and/or disaster is done through the execution of a written delegation of authority from an agency to the incident commander. This procedure facilitates the transition between incident management levels. The delegation of authority is a part of the briefing package provided to an incoming incident management team. It should contain both the delegation of authority and specific limitations to that authority.

The Garfield County Continuity of Operations Plan and Disaster Recovery Framework delegates the Garfield County Board of Commissioners authority to specific individuals in the event that the Board is unavailable. The chain of succession in a major emergency or disaster is as follows:

- County Manager
- County Attorney
- Director of Building and Planning
- Road and Bridge Supervisor
- Director of Public Works and Facilities

Date

(Name)

Chair, Garfield County Board of Commissioner

Signature Page

(Name), (Title)

Garfield County

(Name), (Title)

Garfield County

(Name), (Title)

Garfield County

Recovery Framework

Purpose, Scope, Situation, and Assumptions

Purpose

It is the purpose of this framework to define the actions to be taken and the roles and responsibilities of local government, nongovernmental and voluntary organizations, and other agencies in Garfield County to recover from an emergency or a disaster.

Scope

This framework applies to all local departments and agencies within Garfield County, along with the private sector, volunteer organizations, and citizens. This plan supports and integrates State and Federal plans that aid in recovery operations.

Recovery encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities. Recovery planning must provide for a near-seamless transition from response activities to short-term recovery operations—including restoration of interrupted utility services, reestablishment of transportation routes, and the provision of food and shelter to displaced persons. Planners should design long-term recovery plans to maximize results through the efficient use of finite resources. These plans must join both public and private partnerships and integrate collective recovery efforts.

Recovery planning is a process that builds partnerships among government, citizens, business, critical private infrastructure, and not-for-profit organizations. It is a process that leads to community restoration and future sustainability and resiliency. Recovery plans guide the process by identifying the roles and responsibilities of government; clarifying stakeholder needs and interests; and addressing the community's housing, economy, environment, infrastructure, and lifelines.

Situation Overview

- Hazards most likely to affect Garfield County are: wildfire, flood (especially flash flood), hazardous material spills, and landslide / rock fall. Hazards that have a lower frequency or lower severity but might affect Garfield County, include: Snow storms/severe weather, infectious disease, terrorism/eco-terrorism.
- The response to and recovery from an emergency must be flexible, scalable and reflect the nature of the event(s). The approach taken and management of the response and recovery will inevitably differ according to:
 - The nature, severity, and demands of the emergency/disaster event (e.g., geographical extent, lead agency)
 - Local circumstances, priorities, and experience
 - Whether or not there is regional, national, or international involvement in the response and the recovery

- Small businesses are particularly vulnerable post-disaster; many may not survive.
- Low-income neighborhoods / communities may suffer disproportionately, due to the relatively poorer quality of housing in those communities.
- Low-income neighborhoods/communities and their residents may have limited financial capabilities to reduce their risk before an event occurs, and to respond and recover after.
- Tenants may not be positioned to influence the repair and rebuilding of rental properties.
- Tourism-dependent communities may face more severe economic hardships than communities with diversified economies.
- Communities with an industrial base may be more resilient in their recovery efforts due to access to outside corporate resources and capabilities, provided that the industry itself is not irreparably damaged.
- The composition and the thoroughness of the assessment team in the field will be crucial to the development of an effective local recovery / reconstruction plan.
- Community leaders must involve the residents of the stricken communities in the recovery planning and rebuilding process. Often, the residents' and property owners' vision is to rebuild the community to its pre-disaster form and condition as quickly as possible. By involving citizens of the affected area in the response and recovery effort and planning, decisions that could jeopardize opportunities to rebuild a safer community for the future are avoided. Local governments, without a plan for such times of opportunity, find themselves driven by a vision of the past without a plan for a safer future.

Planning Assumptions

- Garfield County will make every reasonable effort to provide satisfactory assistance and services to its citizens, regardless of the situation.
- Participating departments and agencies will develop internal procedures and train personnel to perform the duties and responsibilities described in this plan. Agencies' internal procedures and trained personnel are paramount to the success of the recovery effort.
- Recovery activities will be of high interest to local and national media. Media management will be challenging. Public information will be the responsibility of the designated Public Information Officer.
- Some citizens will decline assistance and services and the community may be unable to assist them.
- Volunteers are needed for successful recovery operations. Sufficient volunteers will be available via ongoing coordination with community volunteer organizations.

- Voluntary organizations with defined disaster programs will be an integral part of recovery operations, particularly for individuals and families with limited resources.
- Other community, faith-based, and humanitarian organizations with limited or no disaster programs will be eager to join the response and recovery efforts and—with proper orientation, coordination, and integration—will be a significant asset.
- An emergency or disaster may overwhelm the capabilities of the community and outlying areas and hinder prompt and effective recovery measures.
- Transportation infrastructure may be damaged and local transportation services, including mass transit, may be disrupted.
- Commercial and governmental telecommunications facilities may experience widespread damage, impairing communication among response and recovery agencies.
- Homes, public buildings, and critical facilities and equipment may be severely damaged or destroyed.
- Debris may make streets and highways impassable. The movement of emergency relief supplies and resources may be seriously impeded.
- Public utilities may be damaged and rendered partially or fully inoperable.

Concept of Operations

The Concept of Operations section provides an overview of the emergency management structure and procedures for post-disaster recovery.

This section utilizes the National Incident Management System (NIMS) Incident Command System (ICS) model, Local Government Recovery Planning Template, and the National Disaster Recovery Framework (NDRF) as the basis to assign specific roles and responsibilities during the disaster recovery process. These national frameworks are used to describe the connections and transitions between response and recovery activities at the county level. In this section, (1) defines short-, intermediate-, and long-term recovery, (2) introduces the terms Recovery Management Team, Recovery Director and Recovery Operations Center, and (3) presents a generalized timeline for the order in which events occur during a catastrophic disaster incident of local, regional or national significance. This section is organized as follows:

- National Recovery Operations Guidance
- Recovery Management Team (using the ICS model)
- Phases of Recovery
- Recovery Operations Center
- Recovery Framework Operation Levels
- Recovery Framework Activation
- Transition from EOC to ROC

- Recovery Operations Center Deactivation
- Community Roles and Responsibilities

The National Incident Management System (NIMS)

The National Incident Management System (NIMS), developed by FEMA, is a system used to coordinate activities among various federal, state, and local agencies. NIMS “provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment” (Department of Homeland Security (DHS) 2008). One of the most important best practices of NIMS is the Incident Command Structure (ICS). ICS is a standard, on-scene, scalable, flexible, all-hazards management structure designed to assign roles to specific community members to effectively and appropriately respond to and recovery from a disaster or manage complex projects or events.

NIMS provides the flexibility to allow adjustability at every level of government while providing a standardized organization structure (ICS) to allow improved operability among diverse jurisdictions. It is important to note that NIMS is not just for response activities, it is a scalable management system that is designed to deal with complex management tasks associated with a wide range of incidents, events or projects.

For more information on NIMS visit: www.fema.gov/emergency/nims/index.shtm

The National Response Framework (NRF)

The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. The NRF establishes a comprehensive, national, all-hazards approach to domestic incident response (DHS 2008). The NRF uses standardized NIMS structures and tools that enable a unified approach to be effective both on scene and at the Emergency Operations Center (EOC). The NRF is a national plan developed using the NIMS principles that is intended to be organized primarily at the local level.

The NRF retains the same core principles of the NIMS response doctrine, which consists of five key principles:

- Engaged partnerships;
- Tiered response;
- Scalable, flexible, and adaptable operational capabilities;
- Unity of effort through unified command, and
- Readiness to act.

The NRF encourages a high degree of preparedness through an emphasis on preparedness activities which include: planning, organizing, training, equipping, exercising and applying

lessons learned. The five key principles are articulated within the framework and supporting annexes (i.e. emergency support functions).

The Emergency Support Functions (ESFs)

The Emergency Support Functions (ESFs) provide structure for coordinating federal interagency support during a federal response to an incident. The ICS structure (explained below) is designed to organize command, control and coordination of emergency response operations during an incident.

Specific to this plan is ESF-14, Long Term Community Recovery. ESF-14 addresses long-term community recovery and mitigation by providing a framework for federal government support to tribal, state, regional and local governments, nongovernmental organizations (NGOs), and the private sector in order to enable community recovery from the long-term consequences of a disaster. This support consists of available programs and resources of federal departments and agencies to enable community recovery (especially long-term community recovery) and, where feasible, to reduce or eliminate risk from future incidents. ESF #14 is activated when an incident's severity of impacts and/or complexity of recovery will require considerable interagency coordination and technical support.

NRF's ESF-14 is specifically designed to provide:

- A social and economic community impact assessment;
- Long-term community recovery assistance to states, local governments, and the private sector; and, analysis and review of mitigation program implementation (DHS 2008)

National Disaster Recovery Framework (NDRF)

Similar to the NRF, FEMA's National Disaster Recovery Framework (NDRF) focuses on post-disaster recovery. This document is currently in draft form (draft February 5, 2010) and it is not known when a final version will be approved and released. The NDRF builds on and aligns with the NRF, while seeking to facilitate understanding and develop a common planning structure (DHS, FEMA, & HUD 2008 p. 7).

The draft National Disaster Recovery Framework incorporates and expands upon key elements of ESF-14 (DHS, FEMA, & HUD 2008 p. 6). The NDRF adds "leadership elements, organizational structure, planning guidance, and other components needed to coordinate continued recovery support to individuals, business, and community" (DHS, FEMA, & HUD 2008 p. 6).

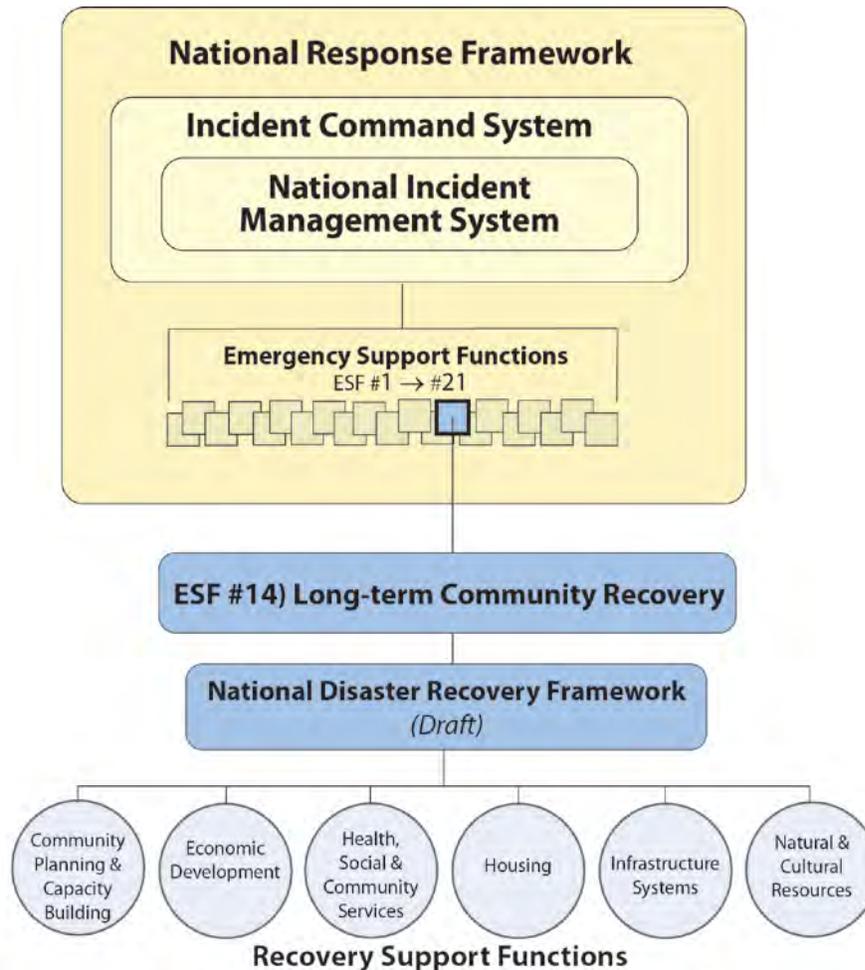
In addition, the NDRF works to revitalize the economic, social, educational, environmental, and cultural aspects of community against future disasters. This recovery plan is modeled on that same idea.

Recovery Support Functions (RSFs)

Recovery Support Functions (RSFs) are the ESF equivalent in the NDRF draft document. RSFs bring federal departments and agencies together to collaborate on recovery needs. The goal of

the RSFs is to facilitate the identification, coordination, and delivery of federal assistance needed to supplement recovery resources and a variety of coordinating bodies (DHS, FEMA, & HUD 2008 p. 36). Figure 1.1 illustrates the relationship recovery has with the various federal emergency management structures discussed above.

Figure 1



Response

- Response begins as soon as a disaster event occurs. Response is the provision of search and rescue, medical services, and access control as well as repairing and restoring communication and data systems during a crisis. A coordinated response plan can help reduce casualties, damage, and decrease recovery time. Examples include emergency operations plans and business continuity plans and established networks of first responders.

Recovery

- Recovery operations provide for basic needs and restore the community. There are four components of recovery *pre-disaster*, *Short-term*, *Intermediate-term*, and *Long-*

term recovery. This recovery framework addresses short-, intermediate-, and long-term phases while recognizing the many transitional “grey” areas in between these phases:

- *Pre-disaster recovery* is the stage of developing pre-disaster recovery plans, determining needs, developing a team, training and exercising the plans.
- *Short-term recovery (stabilization)* entails damage assessments, public information, temporary housing, utility restoration, and non-critical debris clearance. These activities can influence intermediate and long-term recovery and be choice-limiting. As such, it is important to consider impacts to intermediate and long-term recovery prior to implementation (Draft NDRF, 2010).
- *Intermediate-term recovery* involves returning individuals and families, critical infrastructure and essential government or commercial services back to a functional, pre-disaster state.
- *Long-term recovery* follows intermediate recovery and is distinguished from the former in that its objective is to rebuild or relocate damaged or destroyed social, economic, natural and built environments in a community to conditions set in a long-term recovery plan (Draft NDRF, 2010). It is also the period where improvement and changes for the better such as strengthening building codes, changing land use and zoning designations, improving transportation corridors and replacing “affordable housing” stock are considered (PERI 2005 p. 2-4).

While recovery is broken down into phases it should be noted that overlap often occurs between activities specific to each recovery phase. Depending upon the severity of the disaster event it may not be necessary for higher-order (i.e., intermediate and long-term) recovery activities to take place. However, if long-term recovery occurs, assume that activities of lower-order recovery will take place.

Pre-disaster recovery needs

- Outline hazard mitigation priorities, and maintain and update the Garfield County multi-jurisdictional Pre-Disaster Natural Hazard Mitigation Plan on a regular basis, as outlined in the plan and in partnership with participating jurisdictions
- Determine necessary interface between local, State, and Federal governments
- Develop a debris management plan
- Pre-establish damage assessment teams
- Identify other relevant plans and processes to integrate into recovery, such as public health response and recovery plans, source water protection plans for drinking water safety, redevelopment and land use plans, etc.

Short-Term Disaster Recovery

Short-term recovery begins immediately after an event occurs and works in concert with the Garfield County Continuity of Operations Plan. Short-term recovery meets basic human needs in the event of a disaster; this could take up to one or two months depending on the severity of the disaster, how many people are displaced, and the post-disaster landscape of the community. The early stages of response and recovery are similar, but distinct. As a broad characterization, initial response activities occur in the field and are targeted toward restoring essential services, protecting health and life safety, and establishing access to basic community needs and services (food, water, and shelter). The initial recovery activities should be structured toward prioritizing and providing direction on the location, type, scale, phasing and financing of activities associated with the provision of essential services, health and life safety and basic community needs.

- Identify areas that are unsafe for occupancy; prioritize for recovery implementation
- Deploy debris management teams
- Deploy damage assessment teams
- Deploy security and re-entry resources
- Assess short- and long-term priorities within each category:
 - Housing
 - Infrastructure Restoration
 - Public Assistance
 - Redevelopment & Economy
 - Individual Assistance
 - Debris Management
- Prioritize and support the restoration of critical infrastructure
 - Coordinate support needs with Logistics
- Launch a comprehensive external affairs campaign
- Ensure proper financial and administrative management occurs
- Activate public and individual assistance operations, as necessary
- Implement community stabilization activities
 - Engage local business and citizens
 - Provide temporary housing
 - Integrate private-sector resources into recovery activities

Intermediate Recovery

Intermediate recovery involves the need to return individuals and families, critical infrastructure, land use decisions, businesses, and essential government and commercial services back to a functional state. Such activities are often characterized by temporary actions that provide a

bridge to permanent measures and ultimately lead to stabilized conditions. The intermediate recovery phase is most likely characterized by the EOC standing down once the majority of response and short-term recovery activities have ceased (approximately one month to one year, depending on the scale of the event.) Prioritization activities for intermediate recovery vary depending on the extent of the disaster. If FEMA stood up a temporary Joint Field Office it is likely that it completes its work and stands down during this period. Depending on the level of emergency, the severity of disaster may not involve any long-term disaster activities and this will mark the extent of recovery activities.

- Reconnect displaced persons with essential health and social services
- Update hazard and risk analyses to inform recovery activities
- Establish a post-disaster recovery prioritization and planning process
- Ensure national and local critical infrastructure priorities are identified and incorporated into planning process
- Develop culturally and linguistically appropriate public education campaigns to promote rebuilding to increase resilience and reduce disaster losses
- Support capacity assessment of local governments to plan and implement recovery
- Complete assessments of natural and cultural resources while developing plans for long-term environmental and cultural resource recovery

Long-term Recovery

Long-term recovery and redevelopment efforts are those policy and planning actions that are implemented to sustain the community over time, balancing health and human services, land use, critical infrastructure, the economy, and overall governance structure. Provide for effective utilization of resources to support State, local and tribal government efforts to aid long-term community recovery, stabilize local and regional economies, and reduce or eliminate risks from future incidents; Coordinate the damage assessment process in order to determine the need for supplemental assistance; and provide a government conduit and administrative means for appropriate federal, military, voluntary and private sector organizations to assist State, local and tribal governments during the recovery and mitigation phases.

- Complete transition out of EOC to the Recovery Operations Center (ROC)
- Train new recovery staff
- Provide permanent disaster-resistant housing units
- Create low-interest loan programs with focus on reducing disaster risk
- Initiate a buy-out program of flood prone properties (designate as community open space, parks, gardens, etc.)
- Improve transportation routes to increase access to emergency evacuation routes while providing access for business sector
- Develop long-term growth plan for county

- Reopen schools and determine permanent placement
- Reopen businesses using business continuity plans
- Demobilize

Organization and Assignment of Responsibilities

The recovery command structure utilized in this plan follows the structure of the NIMS ICS model. A comparison of the two models side-by-side is presented in Figure 1.2. The left side of the figure depicts the ICS for emergency response with an activated EOC. The right side depicts the structure of the ROC when fully activated. Note that the two structures are roughly parallel in an effort to facilitate a high degree of communication and collaboration as the response and recovery to the disaster unfolds.

Figure 1.2

Incident Management Team ICS Section	↔	Recovery Management Team Recovery Section
Operations	↔	Recovery Operation: (Critical Infrastructure and Facilities)
Planning	↔	Recovery Planning: (Land Use and Development)
Logistics	↔	Recovery Logistic: (Health and Human Services)
Finance	↔	Recovery Finance: (Redevelopment & Economy)

General

The response team and their roles and responsibilities will eventually transition into the recovery team. In doing so, the response organization will shift to assume the new roles of recovery; primary roles become secondary, and different supporting roles will arise. The structure of the organization may shift to better target recovery goals, objectives, strategies, and tactics, while balancing the termination of the response effort.

Organization

Many players will be active participants in recovery. The numbers that will need to be involved sometimes seems greater than necessary until it is clearly explained that appropriate expertise is sought rather than continual participation. The functions noted below comprise the primary leadership; depending on the size of the recovery effort, some may be combined. Section leads will seek the expertise of other agencies, the private sector, and the voluntary community as appropriate.

- Recovery Management Team Director
- Recovery Management Team
- Recovery Operations Section

- Recovery Planning Section
- Recovery Logistics Section
- Recovery Finance Section

Assignment of Responsibilities

Primary and supporting emergency function responsibilities should be assigned to specific departments, agencies, and other organizations. These tasks should be clearly defined and assigned to the departments and agencies that have the capability to perform them. Coordination requirements should also be described. The assignment of responsibilities listed below is an example of what can be found in many recovery plans, but the assignment of responsibilities list should be tailored for each particular jurisdiction.

Recovery Management Team Director

The Recovery Management Director is charged with the command and control and coordination of the short- and long-term recovery efforts. The Recovery Management Director will direct the team from data collection through the final reconstruction of the community. The Recovery Management Director has the following responsibilities:

- Select members of the damage assessment team (to be accomplished during the response phase)
- Direct the damage assessment team in their data collection
- Analyze the damage assessment information and establish priorities for short- and long-term recovery
- Direct the incorporation of the community's existing continuity of operations plan and natural hazard mitigation plan into the strategies for recovery
- Seek community involvement through public meetings and public representation on the recovery committees
- Seek the involvement of the private sector; they will be involved with business continuity issues and can play a pivotal role in the economic recovery of the community as a whole
- Seek the involvement of voluntary and non-governmental organizations. They will be involved with the major repair and rebuilding issues for individuals and families with limited resources

Recovery Management Team

The Recovery Management Team reports to the team lead. Team composition should be wide-ranging and should bring a multi-talented group together. Consideration should be given to the appointment of personnel with expertise in:

- Risk management
- County Building and planning

- Public health
- School Districts
- Colorado State University extension
- Utilities
- Bureau of Reclamation/State Engineer's Office
- Grand River and Valley View and Care Clinics
- County Assessor's Office
- Lending institutions
- Public works
- Parks and recreation (municipalities)
- Municipalities

The Recovery Management Team has the following responsibilities:

- Serve in an advisory role to the team lead on recovery and reconstruction issues
- Prepare an Recovery Action Plan (RAP)² that provides goals, strategies, priorities, and criteria for short- and long-term recovery, drawing from the goals and priorities described in this document
- Implement the recovery plan
- Implement the Hazard Mitigation Plan developed by the local government
- Identify emerging mitigation opportunities
- Interface with elected officials for regular updates and communications regarding any issues requiring Commission decisions.
- Develop and recommend new policies and priorities for:
 - Relocating repetitively damaged properties
 - Areas that have (or may have) sustained repeated damages

Recovery Operations Section

The Recovery Operations Section is responsible for the coordination of assets in the field. Mission assignments are organized and deployed through the Operations Section. The Recovery Operations Section has the following responsibilities:

- Manage tactical objectives of the recovery effort
- Implement the field priorities of the Recovery Action Plan (RAP)

² Recovery Action Plan is the recovery version of an Incident Action Plan

Recovery Planning Section

The Recovery Planning Section collects, evaluates, processes, and disseminates information about disaster impacts and the status of resources. The Planning Section's staffing would probably be made up of Emergency Support Function (ESF) 5 (Information and Planning) personnel and would be responsible for the following:

- Assist the Recovery Management Team with the compilation of the Damage Assessment Report
- Assist the Recovery Management Team with the compilation of the RAP
- Evaluate land use and redevelopment plans and strategies to identify opportunities to recover in a way that furthers identified goals and objectives for future development patterns

Recovery Logistics Section

The Recovery Logistics Section is responsible for procurement and providing supplies and services for the recovery effort. The Recovery Logistics Section's staffing would probably be ESF-7 (Resource Support) personnel and would be responsible for the following:

- Acquiring communications for the Recovery Management Team
- Acquiring office supplies and office space
- Hiring contracting support
- Coordinating the acquisition and delivery of materials for rebuilding physical infrastructure

Recovery Finance Section

The Recovery Finance Section is responsible for financial services for the recovery effort. This includes recordkeeping, grant funding, equipment and materials, mutual aid, and contracts, among other tasks. The Finance Section has the following responsibilities:

- Monitor expenses of the recovery effort
- Coordinate resources available from federal, state, local, private-sector and non-profit resources to effectively and efficiently invest in the long-term sustainability of the rebuilt community
- Oversee contracting and acquisition
- Track and trend each agency's grant funding for the recovery effort to ensure compliance
- Monitor compensation and claims of the recovery effort
- Track and trend each recovery agency's time and expenses

Support Functions

- Support from other State government departments and agencies may be made available in accordance with the State plan.
- Private sector organizations within the jurisdiction may assist with a wide variety of tasks based on their capabilities.
- Voluntary organizations such as the American Red Cross, the Salvation Army, and local church/synagogue congregations are available to give assistance with sheltering, feeding, major repair and rebuilding of homes, and other issues, as necessary.

Direction, Control, and Coordination

Authority to Initiate Actions

This plan is the official source for Garfield County pertaining to all emergencies and disasters related to recovery tasks when a coordinated emergency response is required.

The Recovery Management Team, as established by Garfield County, is the lead for recovery and reconstruction of Garfield County and is responsible for overall direction and control of the effort. The Recovery Management Team will report to the Garfield County Board of Commissioners. It must also focus on the individual agencies' recovery, depending on the type of disaster and the breadth of the damages within the jurisdiction. The team should be empowered to monitor the recovery and reconstruction processes and implement local governmental policies.

National Incident Management System

Garfield County follows the National Incident Management System (NIMS), as discussed in the Emergency Operations Plan (EOP). However, when transitioning to recovery, short-term recovery phase incident management may be scaled back, depending on the event, to include the organizations with a primary role in recovery. The type and severity of the event will dictate the formulation of the Recovery Management Team. The Incident Commander will work with the government leadership to determine the appropriate composition of the Team.

Information Collection and Dissemination

Recovery information will build on the information gathered and disseminated during the response. The individuals coordinating the response will likely be apprised of the information noted in this section. Although the pace of recovery is less frenetic than in response, the need for current information is just as critical. The following questions regarding information collection and dissemination should be answered:

- Identify the type of information needed.
 - Scope and degree of damage
 - Emergency Services: Police, fire, scope of interruption and restoration
 - Essential Services: Power, water, telephone, degree of disruption and restoration. While it is difficult to begin or accomplish initial clean up and minor repair without essential services, it is impossible to accomplish recovery tasks without these services.
 - Business Services: Financial institutions, grocery, hardware, drug stores, Laundromats. Determine the degree of damage and disruption and the progress of restoration. Residents may be forced to delay major repair and rebuilding if their community resources are not up and running and those resources may hesitate to re-open if their economic resource (i.e., neighborhood/community) does not appear to be returning in numbers needed to support their livelihood.
 - Social and Community Services: Similarly to Business Services, assistance agencies and organizations, religious institutions, community based social and support groups may not re-open to support a neighborhood or community if they do not appear to be returning and families may hesitate to return and rebuild if their social support network is not returning. Selecting the appropriate format should consider the use of many formats at the same time.
- Determine where the information is expected to come from.
- Identify who will use the information.
- Organizational elements listed in III-B
- Establish how the information will be shared.
- Select the appropriate format for providing the information.
- Determine specific times when the information will be needed.
 - Initial reports
 - Periodic updates unscheduled
 - Termination of incident

Communications

The County's Tactical Interoperable Communications Plan (TIC) provides the necessary guidance to enable responders and others to communicate in real-time. Responders and emergency management personnel should refer to this document when the need arises. The TIC Plan describes the communication protocols and coordination procedures to be used by response organizations during emergencies and disasters.

Each Operational Period's Incident Action Plan (IAP) should include a Communications Plan. This Communications Plan shall provide the detail necessary to have interoperable communications amongst all the agencies involved in disaster recovery operations.

Administration, Finance, and Logistics

This section covers general support requirements and the availability of services and support. Agreements should be referenced; authorities for and policy on augmenting staff by reassignment of employees should be addressed. The section should provide the (Recovery Management Team's) general policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, and acquiring ownership of resources.

Agreements and Understandings

- Requests for assistance may be made of other governmental entities in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. Duly authorized officials enter into all agreements and understandings. Copies of existing agreements are on file at the EOC.

Emergency Purchasing

- The Senior Contract Administrator has the authority through Emergency Procurement Policy to order any emergency purchases and/or authorize the contracting of any emergency services that might be required.
- Financial authorities should be defined.
- Waivers of normal purchasing procedures should be time-limited and perhaps require the approval of financial authorities.

Records and Reports

- Responsibility for submitting financial reports to the Board of County Commissioners rests with the Recovery Team Finance Section.
- The Recovery Management Team shall maintain records of expenditures and obligations during emergency operations. The information required should be well defined and the recommended format shared with the responsible team member. Records should be as detailed as possible, and should include the who, where, and why of the request and explain the details of delivery, consumption, return, and/or transfer to invoice payment.

Plan Development and Maintenance

The overall approach to planning, including the assignment of planning responsibilities, should be discussed in this section of the Recovery Plan. Statements should focus on the planning process, participants in that process, and how development and revisions of different levels of the recovery plan will be coordinated. Provisions should also be made for a regular cycle of testing, reviewing, and updating the plan.

- The County Manager’s Office of Garfield County will coordinate maintenance and updating of this plan with the assistance of representatives from departments and agencies listed in this plan.
- Responsible officials from departments and agencies listed in this plan may recommend changes at any time and periodically provide information pertaining to changes in personnel and available resources. The County Manager’s Office will coordinate an annual review and revise the plan, as necessary.
- This plan should be activated at least once a year in the form of an exercise, real-life event, or training in order to provide practical controlled operations experience to those who have EOC responsibilities.
- An After-Action Report and Improvement Plan (AAR and IP) will be conducted following exercises and actual events. The effectiveness of this annex and any recommended changes should be part of the AAR and IP process.
- Training
 - Recovery training should be conducted at least annually. Personnel expected to respond and perform in recovery roles should be given the opportunity to use the tools they would be assigned in an event, determine points of contact, coordinate with agency peers, ask questions, and receive feedback on their performance.
- Exercises
 - Garfield County will develop a plan that includes a schedule of exercises for recovery operations.
- Post-Incident Review
 - Emergency management agencies and community organizations shall organize and conduct a review of the recovery operations in order to identify needed improvements and best practices, and, based upon findings from the review, update this and all other relevant plans.

Authorities and References

This section of the Recovery Plan should indicate the legal basis for recovery operations and activities. Laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies should be listed. Many of these will be disaster-related, but it would also be understandable for a local entity to be required to list additional authorities or policies that pertain to just your State or agency. The common Federal authorities and policies are listed below; these should be added to or deleted depending on your State or agency situation.

Legal Authority

Federal

- The Robert T. Stafford Disaster Relief and Emergency Assistance, Public Law 93-288 as amended
- Title 44, Code of Federal Regulations, parts 9, 10, 13, 59, 204, and 206

State

- Title 24, Article 32, Part 2101 et. Seq., Colorado Revised Statutes, as amended; entitled the Colorado Disaster Emergency Act of 1992.
- Title 25, Article 32, Part 1010 et. Seq., Colorado Revised Statutes; entitled the Radiation Control Act.
- Article IV, Constitution of the State of Colorado; entitled the Executive Department

Local

- Mutual Aid Agreements, as adopted.

Nongovernmental Organizations

- Memorandum of Understanding and/or contracts, as adopted.

References and Resources

Citing reference and resource material, including related plans of other levels of government, can be valuable for indicating what has influenced the writing of the Recovery Plan. References to State and Federal plans also help reduce the size of the plan by directing the user to the full text of procedures, data analyses, and other pertinent information.

Federal

- Comprehensive Preparedness Guide (CPG) 101
- Homeland Security Exercise and Evaluation Program (HSEEP), February 2007

- National Incident Management System (NIMS), Department of Homeland Security, December 2008
- National Response Framework, Federal Emergency Management Agency, January 2008
- Lessons Learned Information Sharing – <https://www.llis.dhs.gov>

State

- State Emergency Operations Plan

Local

- Garfield County Emergency Operations Plan (EOP)
- Garfield County Continuity of Operations Plan (COOP)
- Mutual aid and other agreements with other jurisdictions
- Garfield County Natural Hazard Risk Assessment
- Garfield County Pre-Disaster Natural Hazard Mitigation Plan
- Garfield County Community Wildfire Protection Plan
- Garfield County Comprehensive Plan
- Public Health Infectious Disease Action Plan
- Source Water Protection Plans
- Agreements with local agencies, nongovernmental organizations, or private sector entities with reference to the recovery sections of their plans