



**City of Colorado Springs
Office of Emergency Management
Disaster Recovery Plan
2017**



Office of Emergency Management
375 Printers Parkway
Colorado Springs, CO

Version: 20170807

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Plan Approval

The City of Colorado Springs, Office of Emergency Management's mission includes providing mitigation, preparedness, response, recovery, and coordination for large-scale emergencies and disasters, both natural and manmade, to the citizens of Colorado Springs for the purpose of saving lives and preventing property damage. To accomplish this mission, the Office of Emergency Management must ensure its operations are performed efficiently with minimal disruption, especially during an emergency.

This document provides planning and program guidance for implementing the Disaster Recovery Plan and supporting programs to ensure the organization is capable of conducting its essential missions and functions under all threats and conditions. The plan was completely rewritten in order to incorporate lessons learned from multiple disasters during 2012 – 2016.

This plan is developed in accordance with guidance in the National Disaster Recovery Framework (NDRF), Comprehensive Preparedness Guide (CPG) 101, and the City of Colorado Springs, Emergency Operations Plan, 2016.

This Disaster Recovery Plan has been approved for implementation by:



Bret Waters
Director, Office of Emergency Management



Date

Records of Reviews and Changes

Plan Evaluation, Maintenance, and Revision

The Colorado Springs Office of Emergency Management, in collaboration and coordination with stakeholders will:

- Evaluate the Plan through exercises or real world events at least every three years. Lessons-learned, corrective actions and/or best practices from exercises or real world events will be integrated as appropriate.
- Maintain the Plan through a review by members of CSOEM, DFM, Parks Recreation and Cultural Services, and Public Works Departments at least one time every two years in conjunction with an annual exercise or real world event. Minor updates will be integrated as needed. Maintenance of the Plan can be accomplished by the group using email and/or in person meetings as needed.
- Plan revision will occur through a review by members CSOEM, DFM, Parks Recreation and Cultural Services, and Public Works Departments, and at least once every five years. Revision of the Plan can be accomplished by the group using email and/or in person meetings as needed. Plan revision will include new signatures and a new plan effective date.
- Plan participants will be notified when significant changes are made to the Plan. Changes to the Plan during the review cycle will not need approval signature. The Director of Emergency Management has authority to approve changes to this and other City Emergency Management Plans during the review cycle.

All changes are to be annotated on the master copy of the Colorado Springs Disaster Recovery Plan. Should the change be significant in nature, updates will be made to applicable web pages. If not, changes will be reviewed and incorporated into the Disaster Recovery Plan during the next scheduled update. A complete rewrite will be based on real world events and lessons learned.

Annual Review

Element Reviewed	Date of Last Review	Individuals Conducting Review

Record of Changes

Document Change Table

Change Number	Section	Date of Change	Individual Making Change	Description of Change

Introduction

The City of Colorado Springs, Office of Emergency Management's (CSOEM) Disaster Recovery Plan is an all-hazards plan which serves to support the City of Colorado Springs, Emergency Operations Plan (2016) and the Hazard Mitigation Plan (2016).

The Disaster Recovery Plan, hereinafter identified as the plan, establishes a coordinated process for supporting community recovery efforts by defining roles and responsibilities and providing guidelines for carrying out essential recovery functions.

It identifies scalable, flexible and adaptable coordinating structures and it links the local, state, and federal government, the private sector and nongovernmental and community organizations that play vital roles in recovery.

The plan provides planning and program guidance for implementing the recovery programs to ensure the city is capable of conducting its essential missions and functions under all threats and conditions.

Purpose

The plan implements the incident management priority spelled-out in the Colorado Springs Emergency Operations Plan (CSEOP), page 9: “Facilitate the recovery of individuals, families, businesses, governments, and the environment.”

Legal Authority

➤ **Federal:**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (Volume VI Public Law 93-288, as amended by Public Law 100-707)
- National Disaster Recovery Framework (NDRF), 2016
- Homeland Security Act and Information Sharing Act of 2002
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Homeland Security Presidential Directive 8, National Preparedness

➤ **State:**

- Colorado Disaster Emergency Act, C.R.S 24-33.5-700
- Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) 2016

➤ **Local:**

- Colorado Springs City Code, Authority for Emergency Evacuation (Section 8.2.309), City of Colorado Springs
- City Charter, Section 4-10, in accordance with Ordinance # 11-26, Article 7, Chapter 8, City Code Section 8.7.103
- Colorado Springs City Code, Office of Emergency Management Duties (Section 8.7.203)

Special Definitions

The following terms are used throughout the plan and have the following special meanings.

Disaster Assistance Center (DAC): The DAC is the single point of reference for everyone to obtain and share information regarding the disaster, including reentry.

Environmental Recovery Organizations: Nonprofit Organizations (NPO), Nongovernmental Organizations (NGO), and other organizations that provide recovery support to the non-built and built environments after a major disaster. (Brenner, Gordon J., Moderator, Colorado Emergency Management Association 2016, “Voluntary Organizations Active in Recovery (VOAR): The Waldo Canyon Burn Scar 2013 – 2015”)

Major Disaster: Any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under this chapter to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. (Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707))

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. (CSEOP 2015, page 53)

Nonprofit Organizations (NPO): Corporations, and any community chest, fund, or foundation, organized and operated exclusively for religious, charitable, scientific, testing for public safety, literary, or educational purposes, or to foster national or international amateur sports competition (but only if no part of its activities involve the provision of athletic facilities or equipment), or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual, no substantial part of the activities of which is carrying on propaganda, or otherwise attempting, to influence legislation (except as otherwise provided in subsection (h)), and which does not participate in, or intervene in (including the publishing or distributing of statements), any political campaign on behalf of (or in opposition to) any candidate for public office. (26 USC, 501 (c)(3))

Private Sector: Organizations and entities not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO). (CSEOP 2015, page 54)

Public Assistance: The federal financial assistance provided to state and local governments or to eligible private non-profit organizations for disaster-related requirements.

Recovery: The development, coordination, and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote

restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents. (CSEOP 2015, page 56)

Recovery Continuum: The Recovery Continuum highlights the reality that, for a community faced with significant and widespread disaster impacts, preparedness, response, and recovery is not and cannot be separate and sequential efforts. Laying an effective foundation for recovery outcomes is a key requirement of response activities, but planning for recovery begins before response. (National Disaster Recovery Framework, FEMA, 2016, page 5)

Recovery Plan: A plan developed by a state, local, or tribal jurisdiction with assistance from responding federal agencies to restore the affected area.

Recovery Support Functions (RSF): The Federal RSFs comprise the National Disaster Recovery Framework (NDRF) coordinating structure for key functional areas of assistance. Their purpose is to support local, regional/metropolitan, state, tribal, territorial, and insular area governments by facilitating problem solving, improving access to resources, integrating principles of resilience, sustainability, and mitigation, and fostering coordination among state, tribal, territorial, and Federal agencies, nongovernmental partners, and other stakeholders. (National Disaster Recovery Framework, FEMA, 2016, page 36)

Voluntary Organizations Active in Disaster (VOAD): VOADs are present at national, state, and sub-state levels. The National VOAD member agencies provide skilled direct services along the continuum of preparedness mission areas, from pre-disaster through the longest-term recovery. These member agencies provide their services through comprehensive, coordinated volunteer resources in partnership with emergency managers. This cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis.

State VOADs work pre-disaster to promote training and preparedness. They work post-disaster to facilitate coordination of response and recovery efforts to assist in immediate coordination of voluntary agency response. At the state level, the VOAD may include local member agencies that do not have a national program. The state VOAD often serves as advocate and liaison between member agencies and the state government agencies. (National Disaster Recovery Framework, FEMA, 2016, page 34)

Voluntary Organizations Active in Recovery (VOAR): NPOs and NGOs that provide recovery work with mainly volunteers to continue recovery from a major disaster. The VOAR generally continues after most members of the VOAD are no longer able to support recovery projects. (Brenner, Gordon J., Moderator, Colorado Emergency Management Association 2016, “Voluntary Organizations Active in Recovery (VOAR): The Waldo Canyon Burn Scar 2013 – 2015”)

Volunteer: According to Section 16 Part 742f(c) United States Code and Section 29 Part 553.101 Code of Federal Regulations, a volunteer is any individual accepted to perform services by an agency which has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed.

Scope

The City of Colorado Springs Office of Emergency Management Disaster Recovery Plan is part of a larger system of inter-related plans at the local, state and federal levels. They are founded on the NDRF and the principles of the National Incident Management System (NIMS).

The plan uses the all-hazards approach that addresses a full range of complex and constantly changing requirements in recovery from major disasters or emergencies. It does not address issues of immediate response or communications, which are addressed in the CSEOP.

The Disaster Recovery Plan and its associated Recovery Support Functions (RSF) are intended to guide the City’s short, intermediate and long-term recovery efforts.

Situation and Planning Assumptions

City government and professional organizations have resources and expertise available to assist with incident-related problems. The City will modify normal operations and redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property, and assist in reestablishing essential services. Life-saving and life-protecting response activities have precedence over other emergency response activities, except when national security implications are determined to be of a higher priority. (CSEOP 2015, page 9)

Private and volunteer organizations will provide immediate life-sustaining relief (which is not normally available from government resources) to individuals and families. Local and/or state government agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts. (CSEOP 2015, page 10)

The Mayor may declare an emergency as provided in the City Charter, Section 4-10, in accordance with Ordinance # 11-26, Article 7, Chapter 8, City Code Section 8.7.103. Based on damage assessment and findings indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act, the President may grant a major disaster or emergency declaration by request of the state Governor. (CSEOP 2015, page 10)

The Colorado Springs Hazard Mitigation Plan provides the Hazard Identification and Risk Assessment (HIRA) for the jurisdiction. While the HIRA is a component of the Hazard Mitigation Plan, it constitutes the foundation on which all of the City of Colorado Springs’ emergency planning is based. (CS HMP 2016, page 4-5, Table 4-3) The hazards are identified in the table below:

Hazard	Hazard Impacts or Variations
Flood	Flood (including Flood Risk after Fire), Dam and Levee Failure
Wildfire	Wildfire
Geologic	Earthquakes, Landslides, Subsidence, and Rockfall
Severe Weather	Hail, Lightning, Tornadoes, Windstorms, Severe Winter Storms, and Drought
Human-Caused	Hazardous Materials Incidents, Terrorism, and Infectious Disease

A successful recovery is about the ability of individuals, businesses and the community as a whole to rebound from their losses in a manner that sustains their physical, emotional, social and economic well-being. Large-scale emergencies have psychosocial impacts on the affected population as well as those involved in long-term recovery.

The Disaster Recovery Plan should be implemented upon confirmation of an incident. Response actions will take place immediately, and recovery efforts and planning activities should be started as soon as possible.

Local governments have primary responsibility for managing recovery efforts and preparing strategies to facilitate recovery. State and federal officials look to local government to clearly articulate recovery priorities to optimize the effectiveness of supplemental assistance.

Depending on various factors, including the scope and magnitude of the incident, the City of Colorado Springs may not be able to meet all of the responsibilities indicated in this plan.

Assistance from the Colorado South Central Region Voluntary Organizations Active in Disaster (COSCRVOAD), which includes faith and community-based organizations, and other NGOs/NPOs, as well as the private sector, is needed to effectively recover from a major disaster.

Federal assistance may be needed which includes public assistance for eligible government, special district and NPOs, and individual assistance to help citizens and small business with disaster-related losses.

The recovery process may take years, and a “new normal” may be the ultimate recovery goal.

Concept of Operations

It is the responsibility of the City to reasonably protect life, property, and the environment from the effects of emergency or disaster incidents within its jurisdiction. City government has the primary responsibility for emergency management activities that eliminate or reduce hazardous events along with preparing for, responding to, and recovering from significant emergency and disaster events which can and do occur. (CSEOP 2015, page 11)

During a disaster the Colorado Springs Emergency Operations Center (CSEOC) will be operational. The primary functions of the EOC are to provide resource support, situational awareness, and Emergency Support Function (ESF) coordination. This coordination includes short-term recovery efforts, which is consistent with the strategies found within the National Response Framework (NRF).

The NDRF strongly recommends that local government, as part of their recovery planning, appoint a Local Disaster Recovery Manager whose primary role is to manage and coordinate the redevelopment and rebuilding of the community. For the City of Colorado Springs, this position is designated as the Recovery Manager and is assigned to the Director of Emergency Management. (Colorado Springs City Code, Authority for Duties (Section 8.7.203))

A. General

The CSEOC, upon activation, will be appropriately staffed to support field agencies and coordinate emergency support functions established to assist with recovery. The CSEOC will function in accordance with the CSEOP, the Catastrophic Incident Annex and other established CSEOC operating procedures. The disaster recovery

operations will incorporate procedures for integrating resources from a variety of local and state entities, community organizations, volunteer and private agencies, and the federal government.

B. Phases of Emergency Management (CSEOP, pages 12 – 14)

Mitigation: Mitigation involves actions to disrupt, preempt, or avert a potential incident. This includes prevention of terrorist attacks, utilizing homeland security intelligence and law enforcement efforts.

Preparedness: Preparedness includes actions to develop plans and procedures, training and exercises, pre-deployment of response resources, pre-establishment of incident command posts, mobilization centers, staging areas, and other facilities. Provisions of mitigation activities, which are a critical foundation across the incident management spectrum, from prevention through response and recovery, are also included.

Response: Response includes activities to address the immediate and short-term actions to preserve life, property, environment, along with the social, economic, and political structure of the community.

All orders or proclamations referencing a local disaster or state of emergency will be given prompt and general publicity, and shall be filed promptly with the City Clerk, as well as with the State of Colorado Department of Homeland Security and Emergency Management (DHSEM).

Recovery: Recovery involves the actions and implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery activities often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents.

C. The Recovery Continuum (FEMA NDRF, 2016)

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. The Recovery Continuum (shown below) illustrates the concept of recovery from a large-scale disaster.



Disaster response and recovery does not result in clear start and stop points in time, but is instead a continuum of overlapping preparedness, response, and recovery

operations. For this plan, recovery is broken into terms of short-term and long-term recovery.

At the outset of a disaster, short-term recovery operations begin immediately after the incident begins and are typically managed through the ESF planning construct. Long-term recovery issues can stretch for months or even years and are managed through the RSF planning structure. As the incident evolves, it is not uncommon for both ESF and RSF functions to overlap for a period. The leaders of the respective groups must work together to ensure coordinated efforts.

D. Phases of Recovery

1. Short-Term Recovery begins shortly after the incident occurs and may go on for days or even weeks. This phase of recovery addresses and prioritizes unmet needs, damage assessment, health and safety needs beyond rescue, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources. Short-term recovery is usually managed from the EOC through the ESFs. Refer to Annex A for more information.
2. Intermediate-Term Recovery refers to the weeks and months after the incident. This phase often has two outcomes: recovery from the disaster in less than a year, or continued recovery operations and movement toward the “new normal” for the community. For the plan, intermediate and long-term recoveries are combined in the Long-Term Recovery, Annex B.
3. Long-Term Recovery refers to the months and years after the incident. This phase of recovery may address and prioritizes such issues as: cost recovery and reimbursement; development and revitalization of the impacted area; rebuilding damaged or destroyed structures and infrastructure; and a move to self-sufficiency, sustainability, and resilience. Long-term recovery is usually managed by the Recovery Manager with assistance from Recovery Support Functions (RSF). Refer to Annex B, Long-Term Recovery, for more information.

E. Recovery Plan Activation Stages

1. The Director of Emergency Management has the responsibility for citywide emergency management activities authorized by (code 8.7.201) to include recovery programs (code 8.7.203). Under this authority, the Director of Emergency Management may implement the Recovery Plan, as well as the supporting Damage Assessment and Debris Management plans.
2. The following is a list of the activation stages for this Plan, in the order of occurrence, and the subsequent meaning thereof.
 - **Advisory:** When an incident is expected to, or has, occurred and the extent is not yet known, but expected to be larger in scope or scale, the Director of Emergency Management will notify the Policy Advisory Group, the Chief of Staff, and the Mayor that the extent of damage may require the activation of the Recovery Plan and supporting plans.

- **Activation:** The Director of Emergency Management, acting in the role as Recovery Manager, will engage with members of ESF-14 Long-Term Community Recovery to begin the process of planning the recovery operations for the disaster. Pre-identified team members, and members with specialized skills, will be notified to meet for briefing, equipping, and deployment. The Damage Assessment and Debris Management plans will also likely be activated and included in the recovery planning process.
 - **Deployment:** Once teams have been notified, and areas for assessment have been identified and prioritized, the assembled teams will be given necessary safety briefings and operational tasks. Tasks identified in Annex A will be reviewed and activated, as appropriate, to include the creation of an Assistance Center.
 - **Redeployment:** Follow-up assignments will most likely be necessary to clarify previous findings, perform a more detailed assessment, or to re-evaluate and update conditions. Tasks identified in Annex B will be reviewed and activated, as appropriate, if the mission is moving into a long-term recovery process.
3. **Deactivation:** Once all data collection has been completed, necessary reports have been submitted, and the local leadership has determined the event is concluded, the recovery phase will be deactivated by the Director of Emergency Management by notifying the Policy Advisory Group, the Chief of Staff, and the Mayor of completion of operations.

Recovery Roles and Responsibilities

Disaster recovery actions begin early during the disaster response and have a cooperative relationship with first response actions. Short-term recovery efforts are coordinated by the EOC through ESFs. Generally, intermediate-term and long-term recovery management overlap the ESFs for a period, but continue after the deactivation of the EOC and the ESFs. All recovery functions are performed in accordance with City of Colorado Springs plans and policies.

Colorado Springs Office of Emergency Management (CSOEM) (CSEOP, 2016)

- Manage, organize, and coordinate emergency and non-emergency operations of the CSEOC in the event of an emergency
- Serve as intergovernmental liaison, and initiate formal requests for outside assistance from other jurisdictions
- Maintain a current list of all active Memorandums of Agreement (MOA), Memorandums of Understanding (MOU), and Intergovernmental Agreements (IGA)
- Provide public education related to citizen preparedness
- Activate the Damage Assessment Plan and Debris Management Plan, as necessary
- Coordinate the activation of a Disaster Assistance Center (DAC) for residents who are affected by the disaster

Director of Emergency Management (CSEOP, 2016)

- Make recommendations to the Mayor and City Council on matters pertaining to a major emergency or disaster or the threat thereof, and ongoing incident response and recovery activities
- Ensure implementation of the ICS and NIMS for operations in the field, as well as the CSEOC
- Implement the Recovery Plan, as well as the supporting Damage Assessment and Debris Management plans
- Coordinate efforts related to recovery as the Recovery Manager
- Coordinate mutual aid assistance
- Determine the need for evacuation and relocation, and establish sites in coordination with other agencies
- Provide recommendations to the Mayor relating to emergency or disaster declarations, travel restrictions, curfews, etc.
- Prepare emergency or disaster declarations, when necessary
- Issue formal requests to the Governor's Office through the Colorado DHSEM for the declaration of a State emergency for the purpose of obtaining state and/or federal assistance
- Administer and approve City emergency management plans that supplement the Mayoral-approved CSEOP, including the Disaster Recovery Plan and coordinate disaster recovery functions
- Maintain liaison with city, county, state, and federal agencies

Recovery Manager

- The Recovery Manager is appointed by the Mayor or the Mayor's designee
- Intermediate-term and long-term recovery are overseen by the Recovery Manager who coordinates the RSFs that may be activated
- If required due to workload, a Recovery Coordinator may be appointed to assist the Recovery Manager

Department Directors and Managers (CSEOP, 2016)

Recovery from significant damage to public infrastructure (e.g., roads, bridges, storm water, parks, etc.) will require extensive coordination between City departments and the Finance and Budget Departments. Work with federal funding agencies, if a Federal Disaster Declaration is issued, will require additional coordination.

- Finance and Budget Departments. Provide oversight and assistance with all financial aspects of recovery to include, but not be limited to grant management and all financial transactions in accordance with the Colorado Springs Emergency Finance and Administrative Plan.

- Public Works Department. Direct and manage all projects related to infrastructure within the purview of the department
- Parks, Recreation, and Cultural Services. Direct and manage all projects related to infrastructure within the purview of the department
- City Communications. Provide public information regarding all disaster responses, including evacuations, locations for assistance, etc. Reference the City of Colorado Springs Crisis Communications, Public Information and Education Plan.

Supporting Agencies (CSEOP, 2016)

Supporting agencies are responsible for providing resources and other support during and after an incident. Operations conducted during an incident will be coordinated through the CSEOC. As participants in the CSEOP, supporting agencies are expected to:

- Operate using the ICS established in NIMS
- Participate in mitigation and preparedness activities
- Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of the CSEOP during periods of activation
- Coordinate activities and maintain communications with the CSOEM or the CSEOC, if activated, during all emergency operations
- Provide an agency representative to the CSEOC upon request
- Provide information and coordinate any public announcement, statement, or press release through the CSOEM, CSEOC, and/or Joint Information Center (JIC), if activated
- Provide program assistance and expertise, as appropriate, in coordination with other agencies
- Establish emergency operations supplies including food, water, blankets, electrical generators, communications, etc., to provide continued operations and shelter employees, as necessary
- Provide all requested information prior to, during, and following any incident to the CSOEM
- Several NGOs that are capable of providing assistance to meet essential needs during an incident exist within the City. Some organizations with existing MOUs or MOAs with the City have been assigned supporting roles to specific emergency support functions

State Government (CSEOP, 2016)

- The State may provide assets to support the City in an emergency
- State departments, including the Governor’s Disaster Emergency Council, and Colorado DHSEM, are responsible within their statutory authorities to provide assistance and support to local jurisdictions when local resources are unable to cope with an emergency

- Other departments include the Colorado Department of Transportation, Colorado State Patrol, the Colorado National Guard, and other military resources
- These agencies are responsible for implementing assigned Colorado State ESFs when the State EOP is implemented
- The operations role, responsibilities, and intra-organizational relationships of state departments are described in detail in the assigned State Emergency Function Annexes of the CSEOP and State EOP

Federal Government (CSEOP, 2016)

- The federal government has the responsibility to respond to national emergencies and to provide assistance to states when an emergency or disaster exceeds their resource capability
- The Department of Homeland Security has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local and state government capabilities with resources
- Other assets the federal government can offer are the Department of Defense (DoD) through NORAD/USNORTHCOM, Department of the Interior, and the Disaster Mortuary Operational Response Team (DMORT)
- The roles and responsibilities of federal resource providers are outlined in the National Response Framework

Recovery Management Structure

As recovery issues become increasingly more long-term in nature, the need to establish a Long-Term Recovery Committee may arise. The Long-Term Recovery Committee meets regularly to provide area expertise and share information (See Annex B for a complete description of the long-term recovery plan). This committee is overseen by the Recovery Manager.

Responsibilities of the Recovery Manager for long-term recovery include, but are not limited to:

- Identifying representatives for the Long-Term Recovery Committee from across the community, including government, NGOs, and the private sector
- Providing leadership and coordination for the Long-Term Recovery Committee
- Considering the mid-to-long range social, economic, environmental, and political impacts of the disaster
- Developing the long-term recovery strategy and providing disaster budgetary and financial implications information to policy makers
- Coordinating of RSFs that are activated to support long-term recovery
- Working with the City Communications Department to develop a public information strategy so that those impacted by the disaster maintain awareness of the different types of disaster assistance available

- Ensuring all appropriate agencies are kept informed of long-term recovery actions and major events
- Coordinating with the City Finance and Budget Departments and other participating agencies to ensure that reimbursement documents for FEMA’s Public Assistance programs are consistent with FEMA’s reimbursement guidelines
- Providing oversight for the completion of project worksheets opened under FEMA’s Public Assistance Program

Training and Exercise

The 2017 Colorado Springs Disaster Recovery Plan supersedes all other versions of this Plan and is effective immediately for planning, training, exercising, preparedness, response, and recovery operations.

Each department will train staff members on their responsibility under the Colorado Springs Disaster Recovery Plan and ensure they understand how they fit into the overall management of an emergency situation. The CSOEM will test and review the Disaster Recovery Plan in accordance with the CSEOP.

- EOC staff training will be conducted on a continual basis. Orientations, exercises, and sponsored training are sources for accomplishing this task.
- Trainings will be promoted as opportunities for cross training to ensure that EOC staff can work effectively
- During increased readiness conditions, accelerated or refresher training for emergency operations staff and emergency response coordinators may be conducted by the CSOEM
- Training and exercises may be substituted by recovery operations in the time after a large scale emergency or disaster. Meetings, agendas, and reports/presentations regarding the status of recovery will be kept to demonstrate completion of the requirements.

After Action Reports and Corrective Actions Process

- Feedback information will be gathered after incidents and exercises. This information will be integrated into an improvement plan.
- The improvement plans will be reviewed at least once every two years by OEM staff and appropriate partner representatives.

Colorado Springs Disaster Recovery Plan Implementation

This plan is effective for planning purposes and for execution/activation when the Mayor declares an emergency, or when placed in effect by the Chief of Staff or other authorized official in accordance with the CSEOP.

Plan implementation and the subsequent supporting actions taken by City government are specific to the emergency or disaster situation. The timely acquisition, assessment, and reporting of reliable information gathered from the incident influences implementation. This plan is in effect for recovery activities when emergencies or disasters occur.

Activation of the Colorado Springs Disaster Recovery Plan will serve as the catalyst for activation of other coordinating and supporting plans for disaster recovery. Each plan will be assessed for need and validity at the time of the Disaster Recovery Plan activation and be implemented, as appropriate, for its scope and purpose.

Logistical Support for Plan Implementation: Logistical support to implement this plan will be provided by ESF 7. ESF 7 is responsible to ensure that resource requirements are met. ESF 7 Logistical staff have access to a number of agreements, resource lists, and processes to access and request resources at the local, regional, state and federal level.

Glossary of Terms, Acronyms, and Abbreviations

Agency: A division of government with a specific function offering a particular kind of assistance. In Incident Command System (ICS) agencies are defined either as jurisdictional (having statutory responsibility for incident management), or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

American Red Cross (ARC): A volunteer organization that works closely with government at all levels in planning for and providing assistance to disaster victims. The ARC operates under a Congressional charter. All of its disaster assistance is based on verified disaster-caused need, and is outright grant from donations from the American people.

Assessment: The evaluation and interpretation of measurements, data, and other information to provide a basis for decision-making.

Casualty: A person killed or injured and needing treatment as a result of a human caused or natural disaster.

Catastrophic Incident: Any natural or human caused incident, to include terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic event could result in sustained impacts over a prolonged period of time; almost immediately exceeds resources normally available to local, state, tribal, and private sector authorities, and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic incidents are incidents of national significance.

Civil Air Patrol (CAP): An auxiliary of the U.S. Air Force that has volunteers to conduct various emergency service missions. These missions are mainly the use of light aircraft in Search and Rescue (SAR), Civil Defense (CD), and disaster relief operations.

Colorado Voluntary Organizations Active in Disaster (COVOAD): A group of organizations providing statewide voluntary assistance following an emergency or disaster.

Command: The act of directing, ordering, or controlling by direction of explicit statutory, regulatory, or delegated authority.

Continuity of Government (COG): All measures that may be taken to assure the continuity of essential functions of governments during, or after an emergency or disaster.

Continuity of Operations Plan (COOP): (Colorado Definition) All measures that may be taken to ensure the continuity of essential functions of government during or after an emergency or disaster.

Cooperating Agency: Any agency which supplies assistance other than the direct operational support functions or resources, to the incident management effort during an emergency.

Coordinate: To advance systematically an analysis and exchange of information among principals who have or may have a need to know of certain information to carry out specific incident management responsibilities.

Damage Assessment: The appraisal, determination, and/or assessment of the actual or damaging effects on a particular area resulting from a natural disaster, technological, or terrorist incidents.

Damage Survey Report (DSR): A comprehensive engineering report prepared by a local, state, or federal team which outlines the scope of work and estimates cost of repairs at each site of damage which has occurred as a result of disaster.

Emergency: As defined by the Stafford Act, an emergency is “any other occasion or instance for which the President determines that federal assistance is needed to supplement state, local, and tribal efforts to save lives and to protect property and public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States.” The local definition of emergency also includes the federally defined major disasters and disasters.

Emergency Operations Centers (EOCs): The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal), or some combination thereof.

Emergency Operations Plan (EOP): A brief, clear, and concise document description of actions to be taken, or instructions to all individual and local government services concerned, stating what will be done in the event of an emergency. The plan states the method or scheme for taking coordinated action to meet the needs of the situation. It states the action to be taken by whom, what, when and where based on predetermined assumptions, objectives and capabilities. The CSEOP is defined as the Local Disaster Emergency Plan as stated in Section 24-32-2107 Colorado Revised Statutes.

Emergency Support Functions (ESF): Common types of emergency assistance that are likely to be requested from the state. These common types of assistance have been grouped functionally into 15 areas. State departments have been assigned responsibilities for implementing these functions. Assignments are made based upon the department's statutory, programmatic or regulatory authorities and responsibilities.

Evacuation: Organized, phased and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Evacuees: All persons moved or moving from disaster areas.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events (e.g., parades, concerts, or sporting events).

Executive Order: A rule or order having the force of law issued by an executive authority of a government.

Exercise: A practice/simulated response to a natural or technological disaster involving planning, preparation, and execution. It is carried out for the purpose of training and/or evaluation. Exercises can be described as seminars, workshops, tabletops, games, drills, functional exercises, and full-scale exercises.

Federal Emergency Management Agency (FEMA): The federal agency responsible for the U.S. government's portion of the comprehensive emergency management program. It consists of a national office in Washington, D.C. and 10 regional offices, one of which (Region VIII) is located in the Denver Federal Center in Lakewood, Colorado.

Federal: Consisting of or pertaining to the Federal Government of the United States of America.

Federal Departments and Agencies: These executive departments are enumerated in 5 United States Code 101, together with the Department of Homeland Security; independent establishments as defined by 5 United States Code Section 104(1); government corporations as defined by 5 United States Code Section 103(1); and the United States Postal Service.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazardous Materials (HAZMAT): Any element, compound, or combination thereof, which is flammable, corrosive, detonable, toxic, radioactive, an oxidizer, an etiologic agent, or highly reactive and which, because of handling, storing processing, or packaging, may have detrimental effects upon operating and emergency personnel, the public, equipment and/or the environment.

Incident: An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all types of emergencies and is applicable to small, as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Individual Assistance (IA): A division of a disaster response/recovery organization that directs or monitors assistance to families or individuals.

Intergovernmental Agreement (IGA): Generally between neighboring jurisdictions and involve formal requests for assistance

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government: The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an emergency management office serves the jurisdiction. The LEOP should be prepared based upon a valid hazards and risk analysis.

Logistics: Resources and other services to support incident management.

Memorandum of Understanding (MOU): A written agreement that involves the sharing of resources free of charge from one governmental organization to another for a defined amount of time to support the response to an incident.

Mitigate: To lessen in force or intensity.

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to

reduce exposure to, probability of, or potential loss from, hazards. Measures may include zoning and building codes, floodplain buyouts and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all organizations (federal, state, local, and tribal) for activating, assembling and transporting all resources that have been requested to respond to or support an incident.

Mutual-Aid Agreement (MAA): Written agreement between agencies and/or jurisdictions stating they will assist one another on request, by furnishing personnel, equipment and/or expertise in a specified manner. These can include memorandums of understanding and inter-governmental agreements.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for federal, state, local, and tribal governments; the private-sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources, including systems for classifying types of resources; qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework: A plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response and recovery plans into one all-discipline, all-hazards plan.

National: Of a nationwide character, including the federal, state, local, and tribal aspects of governance and polity.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private sector and NGOs to identify threats, determine vulnerabilities and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting,

interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Processes: Systems of operations that incorporate standardized procedures, methodologies and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Public Information Officer (PIO): A member of the Command Staff responsible for interfacing with the public and media or with other agencies that have incident-related information requirements.

Resources: Personnel and major items of equipment, supplies and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special federal, state, local, and tribal teams; and resource mobilization protocols.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

State: In this plan when “the State” is referenced, it refers to the State of Colorado (Federal definition): “Any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States.” See Section 6 U.S.C. 101(14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

State Emergency Operations Center (SEOC): The facility located in the city of Centennial from which state emergency/disaster operations are coordinated.

State Emergency Operations Plan (SEOP): The State level plan for actions to be taken by government and community members when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies.

State of Colorado Division of Homeland Security and Emergency Management (DHSEM): The agency in the Division of Homeland Security and Emergency Management responsible for emergency management programs in the State of Colorado. It is located in Centennial, and is situated in the State Emergency Operations Center (SEOC) which DHSEM organizes and operates during emergencies or disasters.

Supporting Agency: Any agency which lends its resources, support, supplies, or capabilities to the primary agency in response to an emergency situation affecting the City.

Supporting Technologies: Any technology which may be used to support the NIMS is included in this topic. These technologies include ortho-photo mapping, remote automatic weather stations, infrared technology, and communications, among various others.

Technical Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity, such as mobile-home park design and hazardous material assessments.

Threat: An indication of possible violence, harm, or danger.

ANNEX A SHORT-TERM RECOVERY

Overview

Short-term recovery starts when the incident begins and may go on for days and or weeks after emergency operations are completed.

This initial phase of the recovery process can be the most intensive with regard to levels of effort on the part of the recovery responders. At this point, many of the consequences of the disaster are not fully known, and people want to get back to their homes and businesses to determine the extent of damage and work to reestablish their lives.

Several recovery actions will be taking place while the disaster is ongoing as well as immediately after the disaster is over. This phase of recovery addresses unmet needs, damage assessment, health and safety needs beyond rescue, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources.

Most of the elements of short-term recovery are contained in other plans which are referenced in the following paragraphs. Where a separate plan does not currently exist, an appendix to the Disaster Recovery Plan is provided.

Stakeholders

- As with the response phase, recovery requires an exceptionally large amount of effort on the part of governmental and nongovernmental organizations. Annex A, Appendix I, contains a list of anticipated stakeholders, but it should be considered a baseline of organizations to contact dependent on the situation.

Emergency Support Functions (ESF)

- ESFs will initially address recovery during the response phase and immediately following response. The Colorado Springs Emergency Operations Plan (CSEOP) contains explanations for every ESF, including the ESF's responsibilities in recovery. See Annex A, Appendix II of this plan for an outline of ESF responsibilities in recovery.

Crisis Communications, Alerts, Notifications

- Refer to the City of Colorado Springs Crisis Communication, Public Information and Education Plan

Reentry

- After an evacuation, reentry is the first stage of recovery. Planning and implementing reentry to the affected area is critical to insuring a safe environment for all concerned. See Annex A, Appendix III Reentry after an Evacuation.

Assistance Center (AC)

- Staffing and management of the AC provides a single location for people needing information and assistance about recovering from the disaster. See Annex A, Appendix IV, Disaster Assistance Center, for additional information.

Damage Assessment: Colorado Springs Damage Assessment Plan

- Refer to the Colorado Springs Damage Assessment Plan for additional information

Debris Management: Colorado Springs All Hazards Debris Management Plan

- Refer to the Colorado Springs All Hazards Debris Management Plan for additional information

Access and Functional Needs

- Refer to the El Paso County and City of Colorado Springs Access and Functional Needs Support Services (AFNSS) Annex C: To the Mass Care Shelter Plan
- Emergency Public Relations Plan

Animals

- Refer to the Community Animal Response Team Plan

Donation and Volunteer Management

- Refer to the Colorado Springs Emergency Operations Plan, Support Annex 4, Volunteer and Donation Support

Emergency Finance and Budget

- Refer to the Colorado Spring Emergency Finance and Purchasing Plan

Emergency and Disaster Declaration Process

- Determining if the Mayor will issue an emergency declaration in response to a disaster requires a great deal of coordination and consideration. If the damage exceeds a certain threshold, the Mayor may want to request assistance from the state or the federal government. Refer to City Ordinance # 11-26, Article 7, Chapter 8, City Code Section 8.7.103.

APPENDIX I TO ANNEX A SHORT-TERM RECOVERY STAKEHOLDERS

This list of stakeholders is intended to provide the initial list of organizations that would be involved in the early onset of recovery from a large scale disaster. The list is not comprehensive; consideration will need to be made to adapt to the current situation.

Lead Organization

Colorado Springs Office of Emergency Management (CSOEM)

Participating Organizations

City of Colorado Springs Office of the Mayor

Colorado Springs Parks, Recreation, and Cultural Services

Colorado Springs Public Works

Colorado Springs Finance and Budget

City of Colorado Springs Planning Department

City of Colorado Springs Communications

City of Colorado Springs Housing Authority

Colorado Springs Utilities

El Paso County OEM

El Paso County Public Health Department

El Paso County Assessor's Office

Pikes Peak Regional Building Department (PPRBD)

School District 2

School District 11

School District 12

School District 20

School District 49

Regional Business Alliance

Colorado Department of Transportation (CDOT)

Colorado Department of Homeland Security and Emergency Management (DHSEM)

Colorado Department of Local Affairs (DOLA)

Colorado State Forest Service

Colorado Water Conservation Board (CWCB)

Colorado Office of Historic Preservation

University of Colorado Health - Memorial Hospital

Penrose-St. Francis Health Systems

American Red Cross (ARC) of the Pikes Peak Region

Humane Society of the Pikes Peak Region

The Independence Center

The Salvation Army

Colorado South Central Region Voluntary Organizations Active in Disaster (COSCRVOAD)

U.S. Army Corps of Engineers (ACE)

U.S. Forest Service (USFS)

U.S. Federal Highway Administration

U.S. Department of the Interior

U.S. Environmental Protection Agency (EPA)

Elected Officials

El Paso County Commissioners

City of Colorado Springs City Council

U.S. Senators' Offices

U.S. House of Representative Office

Colorado Senators' Offices

Colorado House of Representatives
Offices

Office of the Governor of Colorado

APPENDIX II TO ANNEX A EMERGENCY SUPPORT FUNCTIONS

Emergency Support Functions (ESFs) are standalone planning constructs that support the coordination of response and recovery actions needed when a disaster occurs. The structures, procedures, and roles and responsibilities described within ESFs can be partially or fully implemented in anticipation of a significant event or in response to an incident.

Short-term recovery begins shortly after the incident occurs and will often have overlapping effects on response operations. Because of this, short-term recovery concepts are managed using the ESF construct and are coordinated from the Emergency Operations Center (EOC).

Every ESF may support recovery in some way. The following ESF functions—from the 2015 Colorado Springs Emergency Operations Plan (CSEOP)—take the myriad plans and recovery tasks and implement them to support short-term recovery. For the complete list of ESF roles and responsibilities, see the CSEOP.

ESF 1: Transportation – Colorado Springs Public Works

ESF 1 is designed to provide transportation support to assist in domestic incident management. Functions include processing and coordinating requests for City and civil transportation support as directed under the CSEOP; reporting damage to transportation infrastructure as a result of the incident; coordinating alternate transportation services (air, surface and rail); coordinating the restoration and recovery of the transportation infrastructure; and coordinating and supporting prevention, preparedness, and mitigation among transportation infrastructure stakeholders at the local and state levels.

ESF 2: Communications and Warning – Colorado Springs Police Department and Colorado Springs Information Technology

ESF 2 outlines actions the City will take to provide the required temporary telecommunications and restoration of the telecommunications infrastructure. ESF 2 supports participating agencies and City departments in the procurement and coordination of telecommunications services from the telecommunications and information technology industry during an incident response. ESF 2 includes transmission, emission, or reception of signs, signals, writing, images, sounds, intelligence, and security of any nature by wire, radio, optical, or other systems.

ESF 2 provides emergency warning, information, and guidance to the public. ESF 2 facilitates the requirements and resources needed to provide backup capability for all means of communications. ESF 2 describes the procedures to activate the Emergency Alert System. ESF 2 also provides for the assurance that persons with access and functional needs, such as the deaf and elderly, are properly able to receive emergency alerts in a form which they can understand, to include American Sign Language.

ESF 3: Public Works and Engineering – Colorado Springs Public Works

ESF 3 is structured to provide public works and engineering-related support for the changing requirements of domestic incident management, to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include conducting pre-incident and post-incident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction

management, contracting and real estate services; and providing emergency repair of damaged infrastructure and critical facilities; and other recovery programs.

ESF 4: Firefighting – Colorado Springs Fire Department

ESF 4 manages and coordinates firefighting activities including fire protection, mitigation, detection, and suppression of fires within the City. ESF 4 outlines provisions for personnel, equipment and supplies in support of agencies involved in evacuations and firefighting operations. ESF 4 also provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland fire emergencies.

ESF 5: Emergency Management – CSOEM

ESF 5 serves as the support ESF for all participating agencies and city departments across the spectrum of domestic incident management from mitigation to response and recovery. ESF 5 facilitates information flow in the pre-incident prevention phase in order to place assets on alert or to preposition assets for quick response.

During the post-incident response phase, ESF 5 transitions and is responsible for support and planning functions. ESF 5 activities include those functions critical to support and facilitate multi-agency planning and coordination for operations to include: alert and notification; deployment and staffing of designated emergency response teams; incident action planning; coordination of operations; logistics and materiel management; direction and control; and information management. ESF 5 is responsible for the facilitation of requests for state and federal assistance, to include assistance from the military through both the Defense Support of Civilian Authorities (DSCA) and Immediate Response authorities; resource acquisition and management.

ESF 6: Mass Care, Emergency Assistance, Temporary Housing and Human Services – CSOEM, American Red Cross, Humane Society of the Pikes Peak Region (HSPPR)

ESF 6 promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual emergencies or disasters. This includes economic assistance and other services for individuals impacted by the incident.

Mass care involves the coordination of non-medical, mass-care services, to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items. Although providing support during an emergency for companion animals is a broadly shared responsibility, CSOEM will be responsible to coordinate and work with the HSPPR and other agencies to provide emergency rescue, collection, removal, care, disposal, or sheltering of domestic/agricultural animals.

ESF 7: Resource Management and Logistics – CSOEM

ESF 7 provides resource support to the incident and affected populations. Resource support consists of emergency relief supplies, facility space, office equipment, office supplies, contracting services, transportation services (in coordination with ESF 1 – Transportation), security services, and personnel required to support immediate response activities.

ESF 8: Public Health and Medical Services – El Paso County Public Health

ESF 8 provides supplemental assistance to local governments in identifying and meeting the public health and medical needs of victims in an incident. This support is categorized in the following core functional areas: assessment of public health/medical needs (including behavioral health); public health surveillance; medical care personnel; and medical equipment and supplies.

ESF 8a: Behavioral Health Services – El Paso County Public Health

ESF 8a provides crisis counseling and behavioral services to individuals and groups impacted by the incident. Behavioral health professionals will be mobilized to offer home and community-based services. Substance abuse counselors may be mobilized to provide a source of education and outreach regarding unhealthy coping mechanisms which may include alcohol or drug use as a response to stress. Crisis counseling is a time-limited program designed to assist victims and survivors of a disaster in returning to their pre-disaster level of functioning.

ESF 9: Search & Rescue – Colorado Springs Fire Department

ESF 9 defines procedures for the use of City personnel, equipment, and services, as well as facilities, to aid in searching, rescuing, and recovering persons affected by an incident. ESF 9 integrates the search and rescue system around a core task force that is prepared to deploy immediately and initiate operations in support of ESF 9. The task force is staffed by the Colorado Springs Fire Department and other emergency services personnel who are highly trained and experienced in search-and-rescue operations and possess specialized expertise and equipment. Additional resources may be required to perform these tasks.

ESF 10: Hazardous Materials – Colorado Springs Fire Department

ESF 10 provides for a coordinated response to an actual or potential hazardous material incident. ESF 10 includes the appropriate response-and-recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health and welfare or the environment caused by actual or potential hazardous materials incidents. Hazardous materials addressed under the CSEOP include chemical, biological, and radiological substances, whether accidentally or intentionally released.

ESF 11: Agriculture and Natural Resources – El Paso County Public Health and Colorado Springs Utilities

ESF 11 provides coordination of response, mitigation and recovery efforts related to the food and water supply, and natural, historic, and cultural resources. This ESF identifies the water system as a natural resource for the City. Colorado Springs Utilities is required to develop plans, monitor the resource, and provide information to the CSOEM. El Paso County Public Health has a role in the regulation of air and water quality.

ESF 12: Utilities – Colorado Springs Utilities

ESF 12 serves to collect, evaluate, and share information on energy system damage, along with estimations on the impact of energy system outages within affected areas. The term “energy” includes: producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components.

ESF 13: Public Safety and Security – Colorado Springs Police Department

ESF 13 provides a mechanism for coordinating and providing support to local authorities to include: non-investigative/non-criminal law enforcement; public safety and security capabilities; conducting evacuations and providing security for evacuated areas; and resources during potential or actual incidents of significance.

ESF 13 capabilities support incident management requirements including force and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre-incident and post-incident situations. ESF 13 generally is activated in situations requiring assistance to provide public safety and security where local government resources are overwhelmed or inadequate, and/or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the City.

ESF 14: Long-Term Community Recovery – CSOEM and COSCRVOAD

ESF 14 provides the framework for the City to coordinate the multi-agency or multi-jurisdictional response to an incident affecting part of or the entire City. The policies and concepts in this annex apply to appropriate agencies and city departments following a disaster which affects the long-term recovery of the community. Based on an assessment of incident impacts, support may vary, depending on the magnitude and type of incident and the potential for long-term and severe consequences.

ESF 14 will most likely be activated for large-scale or catastrophic incidents that require state and federal assistance to address significant long-term impacts in the affected area (e.g., impacts on housing, businesses, employment, community infrastructure, and social services). ESF 14 works in conjunction to the City's Recovery Plan and, when needed, the CSEOP Incident Annex I – Catastrophic.

ESF 15: External Affairs – Office of the Mayor, Communications Department

ESF 15 coordinates actions necessary to provide the required external affairs support to local incident management elements. This ESF details the establishment of support positions to coordinate communications to various audiences. ESF 15 applies to all participating agencies and City departments which may require public affairs support, or whose public affairs assets may be employed during a disaster.

APPENDIX III TO ANNEX A REENTRY

After a disaster occurs, the first thing the displaced people will want to do is see the extent of damage to their property. The CSEOC, working with the Incident Commander and the Policy Advisory Group, must consider many facets at this stage of the disaster as the operations move into short-term recovery.

Stakeholders

Policy Advisory Group	City of Colorado Springs Safety (ESF 13)
Emergency Operations Center (ESF 1)	City Emergency Services Chaplains (ESF 4, 8, 13)
EOC Long-term Recovery (ESF 14)	Pikes Peak Regional Building Department
El Paso County Public Health (ESF 8) (including grief support)	Colorado Springs Parks, Recreation, and Cultural Services
City of Colorado Springs Streets Dept. (ESFs 1, 3, 12)	American Red Cross (ESF 8) (including grief support)
Colorado Springs Utilities (ESF 12)	Salvation Army
Law Enforcement (ESF 13)	Voluntary Organizations Active in Disaster/Voluntary Organizations Active in Recovery (VOAD/VOAR)
Fire Department (ESF 4)	Media
Fire Marshall (ESF 4) (Damage Assessment)	
Medical Response (ESF 6)	
Public Information (ESF 15)	

Considerations

- Some disasters will not require an evacuation, such as a flooded neighborhood where properties were not affected. In this case, reentry to the disaster area will not be a concern
- If the disaster area is extremely large, it will also be very difficult to limit access to anyone, especially if they are determined to visit the area
- Media showing damage/destruction before responders can notify and prepare the property owners
- Distraught property owners
- The area may be considered a crime scene
- Utilities may be compromised, causing a dangerous environment (downed/exposed electrical lines, broken gas, sewer, or water lines)
- Structures may be compromised, causing a dangerous environment (undercut foundations, burned structural supports, sharp objects)
- Requesting that the airspace be restricted to non-response/recovery aircraft, including “drones”
- Theft occurring within the restricted area

Situation Assessment – Determining the ability to reenter the location

The reentry review will be a situation assessment, including damage assessment by ground reconnaissance (windshield survey) and/or aerial reconnaissance to determine the conditions of structures that may be damaged, as well as the conditions of roads/utilities/other infrastructure.

The GIS Department will be called upon to create maps and other illustrations to help decision makers. Aerial reconnaissance is invaluable to photograph a large area of damage and rapidly determine the extent and locations of damaged/destroyed structures.

A key consideration regarding reentry is a possible criminal investigation to determine if the disaster was human-caused. Evidence—including human and animal remains—will need to be discovered and properly cataloged before people are allowed in.

Authority for Reentry

Reentry into a location that has been devastated by a disaster, such as a wildfire, must be determined after deliberate review. The decision will be made by the CSEOC Policy Advisory Group in cooperation with the Incident Commander and the following stakeholders:

- Planning Section Chief
- Attorney's Office
- EOC
- CSPD
- CSFD
- El Paso County Public Health
- Colorado Springs Utilities
- Colorado Springs Streets Dept.

Preparation for Reentry after a Full Emergency Evacuation

Safe reentry will be dependent on the situation, but must be allowed as quickly and safely as possible. Delaying reentry increases the chance that people will become more distraught and hostile, and results in violations of cordons. The following are recommendations for reentry planning.

- Disaster Assistance Center (DAC): The DAC provides a single point of reference for everyone to obtain and share information regarding the disaster, including reentry. Reentry functions that could take place in the DAC include: pre-brief to victims (photos, grief preparation, etc.) showing the extent and locations of damage; information fliers for hazards/safety procedures; entry start time and departure time (curfew); identification to prove they live in the area; and locations of comfort stations (port-a-potties, grief support, water, etc.). For additional information, see Appendix A Annex IV, Disaster Assistance Center.

- Traffic Control Points and Cordons: Law enforcement presence at the traffic control points as well as walking the perimeter will be necessary to ensure the area is kept secure and safe. Ingress/egress should be monitored initially to be sure everyone who goes into the area, leaves the area. Looting is a concern and should be addressed in a security plan.
- Preparation of the area for reentry: The damaged area will need to be prepared for safe reentry by residents and business owners.
 - Removal of debris from the rights of way and removal of animal carcasses may be necessary
 - Cordons around hazardous locations should be established and patrolled
 - Utilities will likely already be disconnected, but the area should be checked before reentry is allowed
 - Comfort stations with port-a-potties, shaded places to sit, parking locations, and grief support at the disaster sites will be necessary
 - Roll-on/roll-off dumpsters should be provided so residents can dispose of food and personal items that are no longer usable
 - Provide large, heavy duty trash bags to assist with debris disposal
 - A separate location for the disposal of “white debris” (e.g., washers, dryers, refrigerators, freezers) should be provided
 - Reentry registration cards for vehicles will be needed and handed out at the DAC. This is to ensure that people who are entering the area actually belong in the area

Phased Reentry after a Full Emergency Evacuation

Phase 1: Initial Reentry

During initial reentry, no one is allowed to stay in the evacuated area. Tracking who enters and leaves the area will be critical in order to ensure residents’ safety and reduce opportunities for looting.

- Residents and business owners will be required to present a reentry registration card in order to enter the area
- People will be told to stay on/near the roads and roving police patrols (including by the Community Services staff) will be necessary to ensure safety and compliance
- It is prudent to have roving grief support crews because people may become so distraught that they need help where they are located. This will be coordinated by El Paso County Health
- At the curfew time, patrols will be sent to clear the area of the remaining people and establish a secure perimeter for the evening
- A media plan will need to be created in order to make sure residents’ privacy is honored, and the media is able to observe the situation

Phase 2: Homeowner/Business Owner Damage Assessment

In this phase, the property owners will be able to take their insurance adjuster to the property to perform an assessment. Again, no one is allowed to stay in the evacuated area so residents' safety is ensured and to reduce opportunities for looting.

Phase 3: Removal of Entry Restrictions – Unlimited Reentry

The property owners whose properties were either not damaged, or received minor damage and the property is livable, can return without being required to leave at the end of the day.

For all intents and purposes, this opens the area to everyone because it will become too burdensome to require certain people to leave at the end of the day.

For a few weeks police patrols will be prudent to discourage looting and to ensure residents' safety.

At this point, members of the VOAD (e.g., Southern Baptist Disaster Relief) will be allowed into the area to help people with debris cleanup and to search for valuables.

APPENDIX IV TO ANNEX A ASSISTANCE CENTER

The Assistance Center (AC) provides a single location for people needing information and assistance about recovering from the disaster. The decision to create an Assistance Center requires the approval of the Emergency Management Director/Recovery Manager with advice from the Policy Advisory Group. The Assistance Center is deactivated when it is determined that people are no longer needing the services, or if FEMA activates a Disaster Recovery Center (DRC).

Another model that can be used after a smaller-scale disaster is a Community Meeting. Similar to the Assistance Center, the community meeting takes place on a set day and for specific hours. The support agencies are determined based on the types of damage experienced by residents.

Stakeholders

Colorado Springs Office of Emergency Management CSOEM	Pikes Peak Regional Building Department American Red Cross of the Pikes Peak Region
Colorado Department of Local Affairs	United Way 211
Colorado Department of Homeland Security and Emergency Management (DHSEM)	Colorado South Central Region Voluntary Organizations Active in Disaster (COSCRVOAD)
El Paso County Public Health	City of Colorado Springs Housing Authority
Colorado Department of Public Health and Environment	El Paso County Assessor's Office
Colorado Springs Utilities	Humane Society of the Pikes Peak Region
Colorado Springs Public Works	The Independence Center
Colorado Springs Communications	The Salvation Army
Colorado Springs Emergency Services Chaplains (CAPS)	

Considerations

The Assistance Center is a governmental and nongovernmental organization program

- For-profit companies are not part of the Assistance Center because of possible conflicts of interest in recommending specific companies
- Assistance Center organizations can provide advice on how to find reputable services

Keep track of the people who staff the Assistance Center

- Have all members of the Assistance Center sign-in and out
- The intent is to track the level of effort that was given, which could count toward the match for a governmental grant

Keep track of the people who come to the Assistance Center for assistance

- Have all visitors sign-in and complete the intake sheet

- This provides a way to know how many people are served, and help people know where to go for assistance

Be flexible regarding the types of organizations that are invited to participate in the Assistance Center

- The needs of people who were affected by a wildfire—which will be mostly insured losses—will be different from people affected by flooding—which will be mostly uninsured losses
- Seek advice from organizations such as the Red Cross and Colorado DOLA to make sure as many areas are covered as possible

If the Assistance Center is used as the reentry preparation location, make sure the area is private and controlled to ensure the ability to help people deal with the grief of losing so much.

Assistance Center personnel will also need access to counseling. They will be helping people who have suffered an overwhelming trauma; Assistance Center personnel will need a way to release the stress that affects them.

When to Activate an Assistance Center

An Assistance Center will be activated when the requirements to assist residents and businesses exceeds the abilities of organizations to provide services. There are no hard and fast indicators for activating a Assistance Center.

The decision to activate the Assistance Center will rest with the Emergency Manager/Recovery Manager and the Policy Advisory Group. Key information that they will need to consider includes:

- Number of people affected by the disaster
- Estimates of uninsured losses
- Reports from governmental and nongovernmental organizations regarding the number of people seeking assistance
- Determination of the ability of governmental and nongovernmental organizations to meet the needs of people seeking assistance
- If the Assistance Center is used to provide information for reentry into the disaster area, a location where a large group can be addressed will be needed as well as places where people can be privately told of the damage to their homes

Assistance Center Set Up

Activating a Assistance Center is extremely complex and may take a few days to get all the organizations to provide assistance.

Scheduling Assistance Center Services. The Colorado DOLA is the best source to coordinate the activation of a Assistance Center. DOLA has trained staff and has activated Assistance Center in numerous areas around the state, including El Paso County and Colorado Springs.

Establishing the Assistance Center

- Find a location and ensure it meets determined requirements
 - On the City bus route
 - Mobility access
 - Locate as close as safely possible to make it convenient for the affected population
 - Intake location to fill out forms, waiting to get forms
 - Counseling space for American Red Cross or other counseling entities
 - Allow traffic flow space for people to wait at different tables
 - Provide a staff break area and work area including meeting space for staff
 - Establish a Media operating area
 - Storage/staging area for snacks, Red Cross kits, food boxes, etc.
 - Parking
 - Restrooms
 - Trash removal
 - Cellular service available (Contact Verizon, etc., for a booster tower if needed) and internet access
 - Power outlets availability and useable load
- Coordinate and schedule access for staff before and after the facility's operating hours as necessary
- Obtain resource support /admin items (coffee, water, notepads, pens, paper, etc.)
 - Computers
 - Printers
 - Power strips
 - Extension cords
 - USB drives
 - Computer paper
 - Divider walls (if needed)
 - Tables
 - Chairs
 - Fans/heaters (if needed)
 - Signage (inside facility, outside facility, along route to facility)
 - Wi-Fi jetpacks
 - Duct tape
 - Clip boards
- Schedule the agencies to provide services
- Establish a staffing schedule for Assistance Center support
 - Assistance Center Manager
 - Intake/out-processing staff
 - IT support

- Organizations' representatives
- Develop media release material to include:
 - Location, times of operations, what services are available
 - Expectation management of the services and information can they expect
- Develop common talking points for intake personnel to provide as victims arrive
- Develop rules of engagement for Assistance Center
 - Media accessibility
 - Who will be served
 - Facility security
 - Who makes decisions for the operations of the center
 - Develop communications flow for intake staff and organizations that are going to have questions
 - How resources for center be will obtained and funded
- Update and print forms
 - Resource contact list update for service available in the area and applicable to the incident
 - Volunteer, paid, and service organizations' staff must sign-in for every day of operation
 - Site map – update to show the location, layout, and organizations
 - Develop and print handouts such as a Assistance Center site map, common resource contact points list, etc.

Disaster Area Reentry Preparation in the Assistance Center

Reentry functions that will take place in the Assistance Center include:

- Pre-brief to victims. The preference is to individually notify each property owner of the status of their home or business. A grief counselor must be present to assist the Assistance Center member who is providing the information which will include the damage assessment of the property, aerial and ground-level photos of the property, as well as a map of the area.
- Reentry registration cards for vehicles. The reentry registration cards will be issued after the property owner has had the opportunity to be prepared to see the damage. They will need to present the card when they approach the entry control point.
- Information fliers for hazards/safety procedures. Because the area will contain hazards, information regarding the hazards and procedures to stay safe will need to be created and provided. El Paso County Public Health and Colorado Springs Utilities will be the most likely point of contact for these materials.
- Map of the area. Provide a map that identifies the ingress/egress traffic control points, identification of hazards, comfort stations, and safe travel routes to assist the patrols in assuring that people know what to expect. The map will also help people navigate their neighborhood that now looks completely different.

Assistance Center Operations

- Intake process
 - An intake form and clip board with unique ID number for each intake form that does not repeat throughout duration of event. This allows the capture and dissemination of statistical data without personal information attached and can be referenced if people with similar names are involved. Raffle tickets work fine for this purpose but are not the only solution. The unique ID number should be prepopulated on the intake forms.
 - Use sequential, manually assigned numbers to ensure tracking of all visitors. Do not start at the number one (1) on each day.
 - Having more than one person assigning numbers may lead to duplication
 - Greet and give the form plus any packet information (resource telephone numbers, Assistance Center site map, etc.) with an explanation and what to do when complete.
 - Collect the form, examine the needs that the client has identified and highlight agencies or organizations that are in-house on the site map. Highlight the resource sheet contact information where in-house services are not available, collect data on unmet needs to allow for resourcing, where appropriate.
 - This intake processing persons may be able to spend some time talking with client to determine the best place to go in the Assistance Center. Caution: The staff should be prepared to hand off the client in a respectful manner to qualified counselors if the client becomes emotional.
 - Once clients have completed the intake process and are moving toward agencies someone should be keeping situational awareness to assist those who seem uncertain or frustrated. Ideally, this would be a supervisor or site lead. This person or persons should also take the occasional opportunity to do a quality control check with clients that are just about to leave to validate level of service offerings.
 - Completed intake forms must be entered into the spread sheet that will capture data for the State (DOLA, DHSEM, CDPHE). Some information may be used by FEMA. These data may also capture previously unidentified areas with damage
- Data input
 - Staff will need to perform data entry based on intake forms in order to provide data to state and FEMA
 - A spread sheet can be used to assemble the data from the check-in process. Consult with DOLA to ensure that the relevant information is captured.

- If data entry will be done on the network, file sharing and network access must be determined and available during every shift
- If a stand-alone computer (not on network or internet) is used, the master data spreadsheet file must remain available and accessible to every shift for data entry
- A quality control check process should be developed and applied to minimize entry errors
- Create and maintain a daily sign-in log for staff, volunteers and people manning volunteer agency booths
- Create a daily start-up and teardown checklist to avoid things like not shutting off the coffee pot, locking facility, etc.
- Publish and disseminate the site organizational chart
- End-of-day review helps to make follow-on days run smoother
- Develop a type of identification for volunteers staffing the center so clients can easily recognize them (name tags, etc.)

ANNEX B LONG-TERM RECOVERY

Overview

As the name indicates, long-term recovery tends to be longer in duration, involves key players outside of the typical emergency responder community, and includes complexities not typically covered in traditional Emergency Support Function (ESF) plans. To meet this broad range of challenges, Recovery Support Functions (RSFs) are the planning constructs that fill the gap and support the coordination of long-term recovery issues not previously covered.

Long-Term Recovery Working Group

For the City of Colorado Springs, the long-term recovery working group will be encapsulated in RSF 1 Community Planning and Capacity Building. RSF 1 provides policy guidance and decisions regarding all elements of recovery. The Recovery Manager serves as the group's chair, and determines which RSFs will be activated in response to long-term recovery functions. RSF 1 will meet as frequently as required by the Recovery Manager.

Working through the efforts of the RSFs, RSF 1 will:

- Provide a collaborative process for government, NGOs and community organizations to participate in the disaster recovery operations
- Establish a post-disaster long-term recovery strategy
- Collect information on the progress, duration and impacts to residents by supporting public, private and community partnerships to strengthen recovery efforts
- Address recovery needs across all sectors of the economy and community
- Work with the VOAD to address needs within the City

Community Recovery Working Group

The portion of the community that was most affected by the disaster may want to create their own recovery working group. This model was very successful after the 2012 Waldo Canyon Fire when "Colorado Springs Together (CST)" was created for the residents of Mountain Shadows. CST provided a citizen-led effort to help neighbors (1) begin the personal recovery process, (2) assist with navigating the governmental and insurance procedures for moving toward the new normal, and (3) advocating to governmental organizations regarding exceptions/updates to building codes and other elements of rebuilding, to only name a few benefits. The City of Colorado Springs, El Paso County, and State of Colorado Departments provided assistance in support of CST. The same model was used after the 2013 Black Forest Fire when the group "Black Forest Together" was formed.

Recovery Support Functions

- When activated, RSFs are coordinated by the Recovery Manager.
- Each RSF is a standalone set of tasks that 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.

- Each RSF has a designated lead agency that provides leadership, coordination and oversight for that particular RSF.
- In each RSF, the lead coordinating department for the City of Colorado Springs is listed, along with other agencies/organizations that are anticipated to participate in the recovery planning functions. This list of stakeholders is intended to provide the initial list of organizations that would be involved in the early outset of recovery from a large scale disaster. The list is not comprehensive; consideration will need to be made to adapt to the current situation.
- For each RSF, major tasks and functions are also provided as a guideline for the duties of that group. The list cannot encompass all possible functions, but is provided as a guide to establish the group.

The following RSFs, attached to this annex as appendices, were taken from the National Disaster Recovery Framework, 2016 (pages 36-40). One or all of the RSFs may be activated to support long-term recovery.

Appendix I – RSF 1 Community Planning and Capacity Building

Appendix II – RSF 2 Economic Recovery

Appendix III – RSF 3 Health and Social Services

Appendix IV – RSF 4 Housing

Appendix V – RSF 5 Infrastructure Systems

Appendix VI – RSF 6 Natural and Cultural Resources

Appendix VII – RSF 7 Finance and Budget

APPENDIX I TO ANNEX B RECOVERY SUPPORT FUNCTION 1 COMMUNITY PLANNING AND CAPACITY BUILDING

Objective: RSF 1, Community Planning and Capacity Building, functions as the “Policy Advisory Group” for long-term recovery from a large-scale disaster. RSF 1 unifies and coordinates the expertise and assistance programs from across all levels of government as well as nongovernment partners to aid in building local capabilities. By coordinating all other RSFs, RSF 1 effectively plans for and manages recovery by engaging the whole community in the disaster recovery process. Senior members will receive status updates and give guidance on future recovery operations until such time as it is determined that the “new normal” has been achieved and further operations can be completed through normal city processes.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: Colorado Springs OEM

Supporting Departments/Offices

Colorado Springs Office of the Mayor	City of Colorado Springs Communications
City of Colorado Springs City Council	
Colorado Springs Recovery Manager	City of Colorado Springs Housing Authority
Colorado Springs Parks, Recreation, and Cultural Services	Colorado Springs Utilities
Colorado Springs Public Works	City of Colorado Springs Code Enforcement
Colorado Springs Finance and Budget	Colorado Springs Land Use and Planning

Local Supporting Governments/Organizations

El Paso County OEM	School District 12
El Paso County Assessor's Office	School District 20
Pikes Peak Regional Building Department	School District 49
School District 2	Regional Business Alliance
School District 11	The Independence Center

State of Colorado

Coordinating Agency: Department of Homeland Security and Emergency Management

Supporting Department: Colorado Department of Local Affairs

Federal Government

Coordinating Agency: DHS/FEMA, Housing and Urban Development

Supporting Agencies

U.S. Army Corps of Engineers	U.S. Forest Service
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Natural Resources Conservation Service

U.S. Department of the Interior

U.S. Federal Highway Administration

U.S. Environmental Protection Agency

MAJOR RECOVERY TASKS/FUNCTIONS:

Guidance and oversight of all recovery operations and functions

- Conduct periodic meetings with all RSFs as determined by the Recovery Manager
- Provide periodic reports regarding the status of recovery projects and funding

Damage Assessment and Repairs

- Receive reports on damage to City infrastructure
- Provide guidance regarding repair funding and priorities, as requested
- Determine the future impacts to the City's infrastructure from the damage

Future Planning

- Examine how to prevent future impacts to the City's infrastructure
- Determine if building codes need to be modified prior to rebuilding
- Initiate long-term planning for mitigation and recovery for the built environment
- Develop a hazard mitigation strategy based on lessons learned

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process (CSEOP)
- Receive data for consideration with the emergency/disaster declaration
- Determine if damages to businesses and/or residents warrant a request for a Small Business Administration (SBA) disaster declaration. Coordinate the decision with Colorado DHSEM regarding the current SBA declaration threshold.

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Receive reports on project planning, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements

Public Information

- Prepare and release public information regarding the progress of recovery

- Work with businesses regarding recovery from disaster
- Participate in long-term planning for mitigation and recovery for the built environment
- Track rebuilding and new construction

Future Planning

- Develop an initial hazard mitigation strategy based on lessons learned
- Assist with building codes and health codes post-disaster updates and compliance
- Implement economic and business revitalization strategies
- Integrate with the local and state tourism authorities to revitalize the area

Support the Access and Functional Needs Community

- Advise recovery stakeholders regarding the AFN community (e.g., Americans with Disabilities Act requirements)

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Conduct project planning, especially regarding Stafford Act programs requirements
- Report loss of revenue for state/federal grant requests

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 2 Economic recovery

Public Information

- Prepare public information regarding economic recovery

APPENDIX III TO ANNEX B RECOVERY SUPPORT FUNCTION 3 HEALTH AND SOCIAL SERVICES

RSF 3, Health and Social Services, provides a framework to support locally led recovery efforts that address public health, health care facilities and coalitions, and essential social service needs.

Objective: RSF 3 integrates the expertise and capacity of a variety of public health organizations to assist in recovery from the trauma—physical and emotional—caused by a disaster. RSF 3 will coordinate efforts of social services programs for at-risk and vulnerable children, individuals, and families affected by a disaster to promote a more effective and rapid recovery. Efforts will include assisting displaced individuals in need of housing, health, and social services support.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: El Paso County Public Health Department

Supporting Departments/Offices

Colorado Springs Office of the Mayor
Colorado Springs Office of Emergency Management

Colorado Springs Utilities
City of Colorado Springs Code Enforcement

City of Colorado Springs Housing Authority

Local Supporting Governments/Organizations

El Paso County OEM

Penrose-St. Francis Health Systems

School District 2

American Red Cross (ARC) of the Pikes Peak Region

School District 11

Humane Society of the Pikes Peak Region

School District 12

The Salvation Army

School District 20

Colorado South Central Region Voluntary Organizations Active in Disaster (COSCRVOAD)

School District 49

The Independence Center

Colorado South Central Region Healthcare Coalition

University of Colorado Health - Memorial Hospital

State of Colorado Coordinating Agency: Colorado Department of Public Health and Environment (CDPHE)

Supporting Department: Colorado Department of Homeland Security and Emergency Management (DHSEM)

Federal Coordinating Agency: Department of Health and Human Services

Supporting Agency: U.S. Environmental Protection Agency (EPA)

MAJOR RECOVERY TASKS/FUNCTIONS:

Medical/Health Services

- Determine public health risks and communicate them to the public
- Implement public health monitoring protocols
- Lead the medical point of distribution effort (El Paso County Public Health)
- Lead with water point of distribution efforts (Colorado Springs Utilities)
- Monitor the affected area for health concerns
- Provide behavioral health services
- Provide Chaplain services
- Provide emergency feeding (COSCRVOAD)
- Provide emergency medical care
- Provide mental health counseling in the DAC
- Provide case management and behavioral health services to those impacted by the disaster (ARC, COSCRVOAD)
- Monitor the health, safety and recovery issues caused by debris and implementing removal or handling strategies, as appropriate
- Lead the collection and distribution of blood donations
- Provide information regarding transportation requirements

Damage Assessment and Repairs: Business

- Perform inspections of businesses (e.g., restaurants, childcare facilities)

Damage Assessment and Repairs: Private Infrastructure

- Assist with private property damage assessment
- Advise on mental and environmental health concerns to residents those affected
- Advise on long-term planning for mitigation and recovery for the built environment

Future Planning

- Determine long-term human needs issues and service strategies

Support the Access and Functional Needs Community

- Advise recovery stakeholders regarding the AFN community (e.g., Americans with Disabilities Act requirements)

- Provide resources to the AFN community (e.g., transportation, replacement of medical equipment)
- Provide assistance for AFN residents to communicate unmet needs after the disaster

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Conduct project planning, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 3 Health and Social Services recovery

Public Information

- Prepare public information regarding health and social services recovery

APPENDIX IV TO ANNEX B RECOVERY SUPPORT FUNCTION 4 HOUSING

RSF 4, Housing, addresses the complex task of meeting the needs of the community that have been affected by the disaster. Because some damage may include insured loss, while other incidents will be largely uninsured, the response in RSF 4 will need to be flexible.

Objective: RSF 4, Housing, coordinates and facilitates the delivery of resources to implement housing solutions that effectively support the needs of the whole community, and contribute to its sustainability and resilience. The RSF must support the reestablishment of housing that is adequate, affordable, and accessible to make a difference for the whole community.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: City of Colorado Springs Land Use and Planning Department

Supporting Departments/Offices

Colorado Springs Office of the Mayor	City of Colorado Springs Communications
City of Colorado Springs Housing Authority	Colorado Springs Utilities
Colorado Springs Office of Emergency Management	

Local Supporting Governments/Organizations

El Paso County Assessor's Office	School District 49
Pikes Peak Regional Building Department (PPRBD)	The Independence Center
El Paso County Public Health Department	American Red Cross (ARC) of the Pikes Peak Region
School District 2	Humane Society of the Pikes Peak Region
School District 11	The Salvation Army
School District 12	Colorado South Central Region Voluntary Organizations Active in Disaster (COSCRVOAD)
School District 20	

State of Colorado Coordinating Agency: Department of Homeland Security and
Emergency Management (DHSEM)

Supporting Department:

Colorado Department of Local Affairs (DOLA)	Colorado Department of Public Health and Environment (CDPHE)
Colorado Office of Historic Preservation	

Federal Coordinating Agency: Department of Homeland Security/FEMA, and Housing
and Urban Development (HUD).

Supporting Agency: U.S. Environmental Protection Agency (EPA)

MAJOR RECOVERY TASKS/FUNCTIONS:

Damage Assessment and Repairs: Private Infrastructure

- Perform private property damage assessment
- Provide identification of property ownership information
- Stabilize utilities services (Colorado Springs Utilities)
- Determine changes to assessed value of completed repaired properties
- Ensure adherence to city codes
- Track new construction and rebuilding

Future Planning

- Determine if building codes need to be modified prior to rebuilding
- Initiate long-term planning for mitigation and recovery for the built environment
- Provide planning for long-term and permanent housing solutions
- Assist with advocating for housing needs

Emergency Shelter/Housing

- Assist COSCRVOAD with activating other VOAD resources
- Coordinate requests for VOAD assistance in the area
- Provide emergency and post-disaster sheltering for people
- Provide emergency and post-disaster sheltering for animals
- Determine long-term human needs issues and service strategies

Support the Access and Functional Needs Community

- Advise recovery stakeholders regarding the AFN community (e.g., Americans with Disabilities Act requirements)
- Advocate for short-term and long-term housing requirements for the affected AFN residents
- Provide assistance for AFN residents to communicate unmet needs after the disaster

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Conduct project planning, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 4 Housing recovery

Public Information

- Prepare public information regarding housing recovery

APPENDIX V TO ANNEX B RECOVERY SUPPORT FUNCTION 5 INFRASTRUCTURE SYSTEMS

RSF 5, Infrastructure Systems, includes responsibilities of Colorado Springs Utilities as well as City Public Works to address damage, remove debris, and restore all infrastructures in the community.

Objective: RSF 5 performs immediate disaster response to protect lives and property, and remove and manage debris, after every significant event. Members of the RSF facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards. RSF 5 supports requests for grants and emergency/disaster declarations by providing complex project and financial planning, documenting efforts, and following all policies, plans, and guidance.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: City of Colorado Springs Public Works

Supporting Departments/Offices

Colorado Springs Utilities	City of Colorado Springs Land Use and Planning Department
Colorado Springs Office of the Mayor	
Colorado Springs Finance and Budget	Colorado Springs Parks, Recreation, and Cultural Services
Colorado Springs Office of Emergency Management	City of Colorado Springs Communications
City of Colorado Springs Housing Authority	

Local Supporting Governments/Organizations

Pikes Peak Regional Building Department (PPRBD)	El Paso County OEM The Independence Center
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State of Colorado Coordinating Agency: Department of Homeland Security and Emergency Management (DHSEM)

Supporting Departments:

Colorado Department of Local Affairs (DOLA)	Colorado Department of Transportation (CDOT)
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Federal Coordinating Agency: Department of Homeland Security/FEMA, Housing and Urban Development (HUD).

Supporting Agencies:

U.S. Environmental Protection Agency (EPA)	Natural Resources Conservation Service (NRCS)
U.S. Army Corps of Engineers (ACE)	U.S. Federal Highway Administration
U.S. Forest Service (USFS)	U.S. Department of the Interior

MAJOR RECOVERY TASKS/FUNCTIONS:

Damage Assessment and Repairs: Public Infrastructure

- Conduct emergency response to repair damaged infrastructure
- Advise and assist with hazardous materials abatement and disposal
- Perform debris removal
- Cordon areas of damage to prevent human injuries
- Lead damage assessments of public infrastructure to include roads, bridges, stormwater, utility and other public infrastructure
- Plan immediate infrastructure repairs and restoration
- Evaluate damage and provide estimated costs of repair
- Repair major transportation systems and restore interrupted utilities, to include communications systems, and other essential infrastructure
- Repair damaged stormwater and other public infrastructure
- Identify delayed or cascading effects of the disaster on the public infrastructure

Future Planning

- Develop an initial hazard mitigation strategy based on lessons learned
- Determine how to prevent future impacts to the stormwater, bridges, and roads infrastructure
- Provide long-term planning for mitigation and recovery for the built environment
- Implement long-term monitoring efforts to assess the effectiveness of stabilization work

Support the Access and Functional Needs Community

- Comply with all Americans with Disabilities Act requirements for infrastructure repairs

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Conduct project planning, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements
- Coordinate project worksheets initiated under FEMA's Public Assistance Program

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 5 Infrastructure Systems recovery

Public Information

- Prepare public information regarding infrastructure systems recovery

APPENDIX VI TO ANNEX B RECOVERY SUPPORT FUNCTION 6 NATURAL AND CULTURAL RESOURCES

RSF 6, Natural and Cultural Resources, works to restore and protect the natural environment across the city, as well as advocates and preserves the myriad of cultural treasures in the area.

Objective: RSF 6, Natural and Cultural Resources, facilitates the integration of capabilities of various organizations—governmental and nongovernmental—to support the protection of natural and cultural resources and historic properties through appropriate response and recovery actions in order to preserve, conserve, rehabilitate, and restore the environment. Efforts will integrate community priorities and be performed in compliance with applicable environmental and historical preservation laws.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: Colorado Springs Parks, Recreation, and Cultural Services

Supporting Departments/Offices

Colorado Springs Office of the Mayor	City of Colorado Springs Communications
City of Colorado Springs Land Use and Planning Department	Colorado Springs Finance and Budget
Colorado Springs Office of Emergency Management	

Local Supporting Governments/Organizations

El Paso County OEM	Coalition for the Upper South Platte (CUSP)
Colorado Office of Historic Preservation	Trails and Open Space Coalition (TOSC)
Regional Business Alliance	Volunteers for Outdoor Colorado (VOC)
Rocky Mountain Field Institute (RMFI)	

State of Colorado Coordinating Agency: Department of Homeland Security and Emergency Management (DHSEM)

Supporting Departments: Colorado Department of Local Affairs (DOLA)

Colorado State Forest Service	Colorado Water Conservation Board (CWCB)
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Federal Coordinating Agencies: U.S. Department of the Interior and U.S. Department of Agriculture

Supporting Agencies

U.S. Environmental Protection Agency (EPA)	U.S. Forest Service (USFS)
U.S. Army Corps of Engineers (ACE)	Natural Resources Conservation Service (NRCS)

MAJOR RECOVERY TASKS/FUNCTIONS:

Natural and Cultural Resources Restoration

- Conduct damage assessments of natural resources
- Cordon areas of damage to prevent human injuries
- Perform debris removal
- Mobilize community volunteers to implement emergency natural resources stabilization
- Plan and implement reclamation of damaged natural resources locations including Federal, State, and City of Colorado Springs public lands
- Prioritize natural resources repair and restoration projects
- Protect natural resources from additional damage
- Provide the preservation of historic locations and artifacts
- Advise and assist with hazardous materials abatement and disposal
- Advise and assist with waterway infrastructure repairs
- Ensure adherence to regulatory reporting requirements
- Implement long-term monitoring efforts to assess the effectiveness of stabilization work

Future Planning

- Develop an initial hazard mitigation strategy based on lessons learned
- Complete assessments of natural and cultural resources and develop plans for long-term environmental and cultural resource recovery

Support the Access and Functional Needs Community

- Comply with all Americans with Disabilities Act requirements for infrastructure repairs

Financial Tracking/Requests

- Provide input on recovery finance and accounting

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Grant Applications

- Advise and assist with requesting State and Federal assistance (e.g., Stafford Act)
- Conduct project planning, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements
- Coordinate project worksheets initiated under FEMA's Public Assistance Program

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 6 Natural and Cultural Resources recovery

Public Information

- Prepare public information regarding natural and cultural resources recovery

APPENDIX VII TO ANNEX B RECOVERY SUPPORT FUNCTION 7 BUDGET AND FINANCE

RSF 7, Finance and Budget, is responsible for ensuring all City expenditures are tracked and accurately reported to the Mayor and City Council. RSF 7 leads the effort for applications for grants and other outside funding, as available, after an emergency or disaster declaration.

Objective: RSF 7, Finance and Budget, coordinates the on-going collection and documentation of costs incurred during disaster response and recovery operations. It also coordinates documentation and expenditure protocol for eligible projects under FEMA’s Public Assistance Program, as well as federal, state, city, and other funding programs. RSF 7 ensures that all policies and procedures for cost accounting and contracting are followed. The members of this RSF conduct post disaster record keeping and audit preparation in accordance with FEMA’s Public Assistance Program requirements.

STAKEHOLDERS

City of Colorado Springs

Coordinating Department: City of Colorado Springs Finance and Budget Departments.

Supporting Departments/Offices:

Colorado Springs Office of the Mayor	City of Colorado Springs Land Use and Planning Department
City of Colorado Springs Public Works	CSOEM
Colorado Springs Parks, Recreation, and Cultural Services	Colorado Springs Utilities

State of Colorado Coordinating Agency: Department of Homeland Security and Emergency Management (DHSEM)

Supporting Department: Colorado Department of Local Affairs (DOLA)

Federal Coordinating Agency: Department of Homeland Security/FEMA

Supporting Agencies

Housing and Urban Development (HUD)	Other Federal Agencies/Organizations that provide funding
Small Business Administration	

MAJOR RECOVERY TASKS/FUNCTIONS:

Financial Tracking/Requests

- All financial and budget functions should be in accordance with the Colorado Springs. Emergency Finance, Purchasing and Administrative Plan and City of Colorado Springs Procurement Rules and Regulations
- Lead the disaster response and recovery finance and accounting efforts
- Provide input on recovery finance and accounting to RSF 1 Community Planning and Capacity Building
- Provide reports of response and recovery expenditures to senior City leadership

- Implement cost-accounting procedures for activities and actions related to the response and recovery to the incident
- Work with all City Departments to track expenses to include, but not limited to, force account labor hours, equipment that is used whether rented or owned by the City, identification of location where the hours are worked and equipment used (hours must match between operator and equipment), and all other expenses associated with recovery in accordance with City tracking procedures
- Report valuation loss of revenue for requests for state/federal grant requests

Grant Applications

- Compile, submit for approval of Mayor, and track all requests for State and Federal assistance (e.g., Stafford Act)
- Advise and assist with project planning procedures and implementation, especially regarding Stafford Act programs requirements
- Ensure adherence to regulatory reporting requirements
- Ensure adherence to city financial and contractual policies and processes
- Coordinate project worksheets initiated under FEMA's Public Assistance Program
- All staff who work with federal grant funding must be familiar with provisions of the Federal 2 CFR Part 200 Subpart B Uniformed Administration Requirements

Damage Assessment

- Track debris removal and emergency response costs for damaged infrastructure
- Track all emergency response and recovery costs to include equipment, resources, and time and labor
- Determine lost revenue due to damage of personal property
- Advise and assist with repair projects costs prioritization

Emergency/Disaster Declaration

- Advise and assist with emergency/disaster declaration process
- Provide data to CSOEM for consideration with the emergency/disaster declaration

Status Reporting

- Provide reports to RSF 1 Community Planning and Capacity Building and Recovery Manager regarding the status of RSF 7 Finance and Budget response and recovery expenditures

Public Information

- Prepare public information regarding disaster response and recovery expenditures and finances

ANNEX C RECOVERY GRANT PROGRAMS

Overview

Recovery from a large-scale disaster is extremely expensive and can often overwhelm the ability of a local government to fund the needed projects. Listed below are programs that have been used in recent disasters. Additional programs may exist; contact the Colorado DHSEM Recovery Office or FEMA Region VIII for additional recommendations.

Robert T. Stafford Disaster Relief and Emergency Assistance Act (from FEMA Fact Sheet: Disaster Declaration Process)

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (the Stafford Act) §401 states in part that: "All requests for a declaration by the President that a major disaster exists shall be made by the governor of the affected state." A state also includes the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands. The Marshall Islands and the Federated States of Micronesia are also eligible to request a declaration and receive assistance.

Preliminary Disaster Assessment

The governor's request is made through the applicable FEMA Regional Office. State and federal officials conduct a joint federal, state, and local Preliminary Damage Assessment (PDA) to determine 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 supplemental federal assistance is necessary. Normally, the PDA is completed prior to the submission of the governor's request. However, when an obviously severe or catastrophic event occurs, the governor's request may be submitted prior to the PDA.

State Resources Overwhelmed

As part of the request, the Governor must take appropriate action under State law and direct execution of the State's emergency plan. The Governor shall furnish 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 sectors, and provide an estimate of the type and amount of assistance needed under the Stafford Act.

In addition, the Governor must certify that, for the current disaster, State and local government obligations and expenditures (of which State commitments must be a significant proportion) will comply with all applicable cost-sharing requirements.

Declaration Types

There are two types of disaster declarations provided for in the Stafford Act: Emergency Declarations and Major Disaster Declarations. Both declaration types authorize the President to provide supplemental federal disaster assistance. However, the event related to the disaster declaration and type and amount of assistance differ.

- **Emergency Declarations:** An Emergency Declaration can be declared for any occasion or instance when the President determines federal assistance is needed. Emergency Declarations supplement State and local efforts in providing emergency services, such as the protection of lives, property, public health, and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. The total amount of assistance provided for a single emergency may not exceed \$5 million. If this amount is exceeded, the President shall report this to Congress.
- **Major Declaration:** The President can declare a Major Disaster Declaration for any natural event, including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought, or, regardless of cause, fire, flood, or explosion, that the President believes has caused damage of such severity that it is beyond the combined capabilities of state and local governments to respond. A major disaster declaration provides a wide range of federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work.

Assistance Available for Major Declarations

Not all programs, however, are activated for every disaster. The determination of which programs are authorized is based on the types of assistance specified in the governor's request and on the needs identified during the joint PDA and any subsequent PDAs. FEMA disaster assistance programs are as follows:

- **Individual Assistance** - Assistance to individuals and households
- **Public Assistance** - Assistance to state and local governments and certain private nonprofit organizations for emergency work and the repair or replacement of disaster damaged facilities
- **Hazard Mitigation Assistance** – Assistance to state and local governments and certain private nonprofit organizations for actions taken to prevent or reduce long-term risk to life and property from natural hazards.

The three programs are outlined next.

Public Assistance Program

When a major disaster or emergency is declared by the President, FEMA's Public Assistance (PA) Program provides recovery assistance to eligible state, tribal and local governments, and to private nonprofit organizations.

Through the PA Program, FEMA provides supplemental Federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations. FEMA provides reimbursement for seven categories of work:

The Public Assistance Program provides grants to state, local, and federally recognized tribal governments and certain private non-profit entities to assist them with the response to and recovery from disasters. Specifically, the program provides assistance for debris removal, emergency protective measures, and permanent restoration of infrastructure.

Public Assistance Process: As soon as practicable after the declaration, the grantee (state, territory, or tribe), assisted by FEMA, conducts the Applicant Briefings for state, territorial, local, tribal and PNP officials to inform them of the assistance available and how to apply for it. A Request for Public Assistance must be filed by the grantee within 30 days after the area is designated eligible for assistance. Following the Applicant's Briefing, a kickoff meeting is conducted where damages are discussed, needs assessed, and a plan of action put in place. A combined federal/state/territorial/tribal/local team proceeds with Project Formulation, which is the process of documenting the eligible facility, the eligible work, and the eligible cost for fixing the damages to every public or PNP facility identified by state, territorial, tribal, or local representatives. The team prepares a Project Worksheet (PW) based on actual costs or on the basis of an estimate for each project.

Category A – Debris Removal

Category B – Emergency Protective Measures

Category C – Roads and Bridges

Category D – Water Control Facilities

Category E – Public Buildings and Equipment

Category F – Public Utilities

Category G – Parks, Recreational and other facilities

Colorado Springs Lead Agency: Office of Emergency Management

Colorado Springs Supporting Agencies/Department

Small Projects: Projects falling below a certain threshold are considered "small." The threshold is adjusted annually for inflation. For small projects, payment of the federal share of the estimate is made upon approval of the project and notification is required upon completion of the project.

Large Projects: For large projects, payment is made on the basis of actual costs determined after the project is completed, although interim payments may be made, as necessary, or on the basis of an agreed upon estimate. The eligible applicant has the choice of how it wishes to receive the federal grant. Once FEMA obligates funds to the grantee, further management of the assistance, including disbursement to sub-grantees, is the responsibility of the grantee. FEMA will continue to monitor the recovery progress to ensure the timely delivery of eligible assistance and compliance with the law and regulations.

The federal share of assistance is not less than 75 percent of the eligible cost for emergency measures and permanent restoration. The grantee determines how the non-federal share (up to 25 percent) is split with the sub-grantees (eligible applicants).

For additional information, contact the Colorado DHSEM Recovery Office, or research the program on FEMA's website.

Individuals and Households Program (AKA Individual Assistance Program)

When a major disaster or emergency is declared by the President, FEMA's Individual Assistance (IA) Program may provide emergency support to residents. The threshold for

this program depends on the situation, and the Recovery Manager must work with Colorado DHSEM to determine if the community meets the requirements for Individual Assistance.

The IHP consists of two provisions: Housing Assistance and Other Needs Assistance (ONA).

Housing Assistance

Temporary housing to include rental assistance and/or direct temporary housing assistance.

Repair: Financial assistance to help homeowners repair disaster-caused damage to their primary residence not covered by insurance or provided by any other source. The assistance is intended to repair the home to a safe and sanitary living or functioning condition.

Replacement: Financial assistance to help homeowners replace an uninsured or underinsured disaster-damaged home.

Permanent or Semi-Permanent Housing Construction (PHC): Financial or direct assistance to repair a disaster-damaged home or construct a new home. FEMA only implements PHC in insular areas outside the continental United States and in other locations, as determined by FEMA, where no alternative housing resources are available and other types of temporary housing assistance are unavailable, infeasible, or not cost-effective. The state, territorial, or Indian tribal government, must request PHC, and FEMA must approve this type of assistance prior to implementation.

Other Needs Assistance (ONA): Medical/dental, funeral, child care, personal property, transportation, moving and storage costs, and miscellaneous items.

In some instances, an applicant may be required to apply for a low interest disaster loan from the Small Business Administration (SBA) prior to being considered for certain types of ONA. This applies to personal property assistance, transportation assistance, and moving and storage expenses.

For additional information, contact the Colorado DHSEM Recovery Office, or research the program on FEMA's website.

Hazard Mitigation Assistance – The Hazard Mitigation Grant Program

The purpose of the HMGP program is to help communities implement hazard mitigation measures following a Presidential major disaster declaration. Hazard mitigation is any action taken to reduce or eliminate long-term risk to people and property from natural hazards. Mitigation planning is a key process used to break the cycle of disaster damage, reconstruction, and repeated damage. The HMPG is authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

HMGP Application Process

States, territories, or federally-recognized tribal governments administer the HMGP program and prioritize projects that best address the identified hazard(s) analyzed in their FEMA-approved hazard mitigation plans. Because HMGP funding is limited, they must make difficult decisions as to the most effective use of grant funds. After reviewing project applications to determine if they meet the program's requirements, the states, territories, or federally-recognized tribal governments forward the applications to FEMA for review and approval.

FEMA awards the HMGP funds to the applicant, which disburses those funds to its sub-applicants, generally the local governments. Homeowners may start their projects once notified by their local/tribal/state government official. Work started prior to FEMA review and approval is ineligible for funding.

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 a State of Colorado submits a request for assistance to the Federal Emergency Management Agency (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 FMAG Program provides a 75 percent Federal cost share and the State pays the remaining 25 percent for actual costs. Before a grant can be awarded, a State must demonstrate that total eligible costs for the declared fire meet or exceed either the individual fire cost threshold - which applies to single fires, or the cumulative fire cost threshold, which recognizes numerous smaller fires burning throughout a State.

For additional information, contact the Colorado DHSEM Recovery Office, or research the programs on FEMA's website.

OTHER GRANTS

Small Business Administration Disaster Loan Program

The SBA and USDA provide low interest loans to businesses and individuals to repair or replace real estate, personal property, machinery and equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.

- Home and Property Disaster Loans: Renters and homeowners alike may borrow up to \$40,000 to repair or replace clothing, furniture, cars, appliances, etc., damaged or destroyed in the disaster. Homeowners may apply for up to \$200,000 to repair or replace their primary residence to its pre-disaster condition.
- Disaster Assistance Loans: SBA provides low interest disaster loans to homeowners, renters, businesses of all sizes and private, nonprofit organizations to repair or replace real estate, personal property, machinery and equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.
- Economic Injury Loans: If a small business or private, nonprofit organization has suffered economic injury, regardless of physical damage, and is located in a declared disaster area, it may be eligible for financial assistance from the SBA.
- Military Reservist Economic Injury Disaster Loans: Provides funds to eligible small businesses to meet their ordinary and necessary operating expenses that they were unable to meet due to an essential employee being called-up to active duty in their role as a military reservist.

- **Farm Emergency Loans:** Offers emergency loans to help producers recover from production and physical losses due to drought, flooding, other natural disasters, or quarantine.

For additional information, contact the Colorado DHSEM Recovery Office, or research the program on SBA's website.

Natural Resources Conservation Service (NRCS) Emergency Watershed Protection (EWP) Program

The U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS) administers the Emergency Watershed Protection (EWP) Program, which responds to emergencies created by natural disasters. It is not necessary for a national emergency to be declared for an area to be eligible for assistance.

The program is designed to help people and conserve natural resources by relieving imminent hazards to life and property caused by floods, fires, wind-storms, and other natural occurrences. EWP is an emergency recovery program. All projects undertaken, with the exception of the purchase of floodplain easements, must have a project sponsor.

NRCS may bear up to 75 percent of the construction cost of emergency measures. The remaining 25 percent must come from local sources and can be in the form of cash or in-kind services. Funding is subject to Congressional approval.

EWP is designed for installation of recovery measures. Activities include providing financial and technical assistance to:

- Remove debris from stream channels, road culverts, and bridges
- Reshape and protect eroded banks
- Correct damaged drainage facilities
- Establish cover on critically eroding lands
- Repair levees and structures
- Repair conservation practices

NRCS may purchase EWP easements in lieu of recovery on any floodplain lands that have been impaired within the last 12 months or that have a history of repeated flooding (i.e., flooded at least two times during the past 10 years). If it is more cost effective, EWP-Floodplain Easement (FPE) can be used as an alternative to EWP.

Public and private landowners are eligible for assistance but must be represented by a project sponsor. Sponsors include legal subdivisions of the state, such as a city, county, general improvement district, conservation district, or any Native American tribe or tribal organization, as defined in section 4 of the Self-Determination and Education Assistance Act.

For additional information, contact the Colorado DHSEM Recovery Office, or research the program on NRCS's website.