LARIMER COUNTY
COMPREHENSIVE EMERGENCY
MANAGEMENT PLAN

PART 4:
DISASTER RECOVERY
PLAN

LARIMER
COUNTY

COMMITTED TO EXCELLENCE

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*** END OF RECOVERY BASE PLAN

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4.1 Introduction

Disaster events in Larimer County have illustrated the essential need for comprehensive recovery planning across a wide range of disciplines, jurisdictions and stakeholders. The emergency phase of any disaster will have a variety of partners involved to assist with the rescue of community members, communications with the public, situational awareness on evolving events, and the mitigation of dangers associated with the event. Larimer County has been impacted by a wide range of events that have demonstrated the importance of response operations occurring simultaneously with the initiation of recovery efforts. This is especially true with events like the 2020 COVID-19 Pandemic and the Cameron Peak Wildfire, which were extended events that would require recovery operations. Additionally, the 2012 High Park Wildfire and the 2013 September Flood both illustrated that while response operations are ongoing, the needs of both short- and long-term recovery must be met as early as possible and will last long after the response phase has ended. These incidents confirm that no community is immune to disaster and reinforce the importance of recovery planning.

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

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

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

4.2 Purpose and Scope

Purpose

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

Scope

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

This plan has several limitations in its scope:

- It is not all-inclusive in that it is not possible to list every needed recovery action

- It does not address issues of immediate response or communications

- It does not address the specifics of federal assistance or federal funding streams that may be available. The Colorado Office of Emergency Management (COEM) is the lead state agency for administering federal disaster assistance programs and will support local jurisdictions to facilitate the process of applying for federal aid programs as they are available.

4.3 Situation and Assumptions

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

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

> "Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials

can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built."

By incorporating the Whole Community concept into the recovery process, communities in Larimer County can address long-term recovery in a more effective and efficient manner. All aspects of a community [e.g., volunteer, faith and community-based organizations; other non-governmental organizations (NGOs); the private sector, and the public] are needed to effectively recover from a catastrophic incident. It is critical that all stakeholders work together to enable communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these incidents, respond quickly, and recover as rapidly as possible in a way that sustains or improves the community's overall well-being.

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

Assumptions

- Pre-disaster planning greatly improves a community's ability to successfully recover from a disaster.

- Recovery from a catastrophic incident may take months to years and will involve many governmental, non-governmental, private sector, and nonprofit organizations and partners.

- Large-scale disaster events may overwhelm the capabilities of state and local governments and result in the destruction of homes, businesses, transportation infrastructure, public utilities, commercial telecommunications systems, and health and medical facilities.

- The recovery timeline can be shortened significantly by pre-disaster identification of resources that can improve the speed of operations and increase the capabilities of all levels of government, the private sector, and others involved in recovery.

- A catastrophic incident such as a natural disaster or a chemical, biological, or radiological incident may result in a significant number of casualties (potentially overstressing the healthcare and mortuary system), health care issues, and waste disposal concerns, and potentially devastating economic impacts.

- Any influx of volunteers and disaster workers will require housing, food, medical care, and other necessities. Larimer County may not have sufficient housing to accommodate the number of displaced people and the personnel managing the recovery operations.

- The facilities, systems, and/or human resources, like those of all entities in the affected area, will be impacted to some extent, which may limit military operations.

- Critical infrastructure may remain operable but could be damaged. Resuming and maintaining operations of locally identified critical infrastructure and key resources will be a priority for recovery operations.

- The recovery process should be transparent, to the extent possible, to ensure public trust and confidence.

- The news media may characterize the incident as being insurmountable. Social media coverage will be extensive and become both a positive and negative force in shaping public opinion.

- Evacuations may be required, and access to impacted areas will need to be controlled.

- For some incidents, a wide range and high volume of material and debris will require treatment or disposal.

- Large-scale emergencies have psychosocial impacts on the affected population as well as those involved in long-term recovery. Additionally, "anniversary" events of a large-scale emergency may cause a resurgence of psychosocial impacts on affected community members that will need to be addressed for potentially years following an incident.

- An emergency or disaster can occur at any time and at any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.

- The recovery processes described in this plan are designed to assist survivors and their families, restore institutions that sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services.

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

- Recovery from a disaster occurs at the individual and community level, where strategies are formulated to overcome the impacts of the disaster, reestablish economic viability, and implement hazard mitigation measures.

- Factors which help support a successful recovery include organizational flexibility, interagency cooperation, informed decision-making, and coordinated public communication that is clear, consistent and continuous.

4.4 Authorities

During a disaster the Larimer County Board of Commissioners has the authority to declare a disaster and delegate authority or responsibilities to effectively manage disaster response under C.R.S. 24-33.5-701. The disaster declaration shall be promptly filed with the Larimer County Office of Emergency Management and the County Clerk's Office for record keeping. Once the disaster is declared, local ordinances, regulations, emergency policies and the implementation of the Larimer Emergency Operations Plan take effect. When a wide area disaster occurs the principal executive officers will determine how decisions will be coordinated if separate disaster declarations are declared.

The Larimer County Disaster Policy is a countywide policy that outlines policies and procedures once an emergency or disaster declaration is issued by the Board of Commissioners. This policy has provisions for continuity of operations, procurement rules, resource management, employee pay, and emergency management authority during disaster. In addition, recovery may require modifications to codes and regulations to facilitate recovery for residents and businesses. A disaster declaration allows for the modifications without having to follow normal legislative procedures or established charters related to specific unmet needs of the community. The policy group and legal advisors determine when actions can be executed, how the process can legally permit action and what actions are allowed during a disaster under the provisions of the law.

The authorities having jurisdiction for recovery are the Larimer County Office of Emergency Management, County Manager's Office and the Board of County Commissioners. Additionally, this Larimer Recovery Plan outlines the roles and responsibilities of all county departments and offices in the execution of recovery tasks.

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

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

Federal Authorities for Recovery
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988, amended the Disaster Relief Act of 1974, PL 93-288.
- Disaster Mitigation Act of 2000, PL 106-390, provides the legal basis for FEMA mitigation planning requirements for local, state, and tribal governments as a condition of mitigation grant assistance.
- National Disaster Recovery Framework, as amended
- National Flood Insurance Act of 1968 created the Federal Insurance Administration and made flood insurance available for the first time. The Flood Disaster Protection Act of 1973 made the purchase of flood insurance mandatory for the protection of property located in Special Flood Hazard Areas.
- National Flood Insurance Program and related programs, 44 CFR Parts 59-76
- Establishment of the Department of Homeland Security, Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and other sections of the U.S.C.), with the mandate and legal authority to protect the American people from the continuing threat of terrorism.
- Flood Disaster Protection Act of 1973, Public Law 93-234, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings.
- Superfund Amendments and Re-authorization Act of 1986, Public Law 99-499, Part III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. 11001, et seq, which governs hazardous materials planning and community right-to-know.
- Hazardous Materials Transportation Uniform Safety Act (HMTUSA), Public Law 101-615, which provides funding to improve capability to respond to hazardous materials incidents.
- Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), Public Law 95-510, 42 U.S.C. 9601, et seq, the as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Clean Air Act Amendments of 1990, Public Law 101-549, which provide for reductions in hazardous air pollutants and risk management planning requirements.
- Price-Anderson Act, 42 U.S.C. 2210, Public Law 85-256, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Flood Emergencies, Public Law 84-99,33 U.S.C. 701n, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- National Historic Preservation Act, Public Law 89-665,16 U.S.C. 470, et seq, relating to the preservation of historic resources damaged as a result of disasters.

Ensuring Inclusion of All Community Members

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

- Title VI of the Civil Rights Act of 1964, which prohibits discrimination or the denial of benefits on the basis of race, color or national origin, including limited English proficiency, under any program or activity receiving Federal financial assistance.

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), which prohibits discrimination on the basis of race, color, religion, nationality, sex, age, disability, English proficiency or economic status.

- Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, which requires Federal agencies to take reasonable steps to ensure meaningful access to limited English proficient individuals in their Federally conducted activities. The Executive Order also directs Federal agencies to provide Title VI guidance to recipients of Federal funds regarding the requirement to take reasonable steps to provide meaningful access to limited English proficient individuals.

- Fair Housing Act, which prohibits discrimination in housing based on race, color, national origin, sex, religion, disability and familial status by local, State and Federal government and private housing providers, and which requires recipients of Federal housing funds to take affirmative steps to promote fair housing.

- Age Discrimination Act of 1975, which prohibits discrimination on the basis of age under any program or activity receiving Federal financial assistance.

- Executive Order 12898 (February 11, 1994) Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations. Directs that each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations.

4.5 Relationship to Other Plans

In Larimer County many jurisdictions have local emergency operations plans outlining the actions that will be taken during the response phase of any emergency. Additionally, emergency responders work together on a regular basis to create response protocols, procedures, and agreements to ensure adequate response. What recent incidents and exercises have shown, however, is that recovery will be much longer in duration, will involve key players outside of the typical emergency responder community, and will include complexities not seen in any other part of emergency management.

The following plans directly relate to concepts within the Recovery Plan and are referenced throughout the plan where applicable:

Local and Regional Plans
- Larimer County Comprehensive Emergency Management Plan
- Larimer County Incident-Specific Plans and Needs Assessments
- Municipal, Special District, and community plans
- Northeast All-Hazards Regional Plans
- Larimer Multi-Jurisdictional Hazard Mitigation Plan
- Larimer County Continuity of Operations Plan

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

4.6 Concept of Operations

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

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

Recovery Continuum

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

Disaster response and recovery does not result in clear start and stop points in time, but is instead a continuum of preparedness, response, and recovery operations. While there are

points of intersection along this continuum, for purposes of this plan, and the supporting annexes, the phases, and agency responsibilities, will be discussed in terms of preparedness, response, short term, intermediate and long-term recovery.
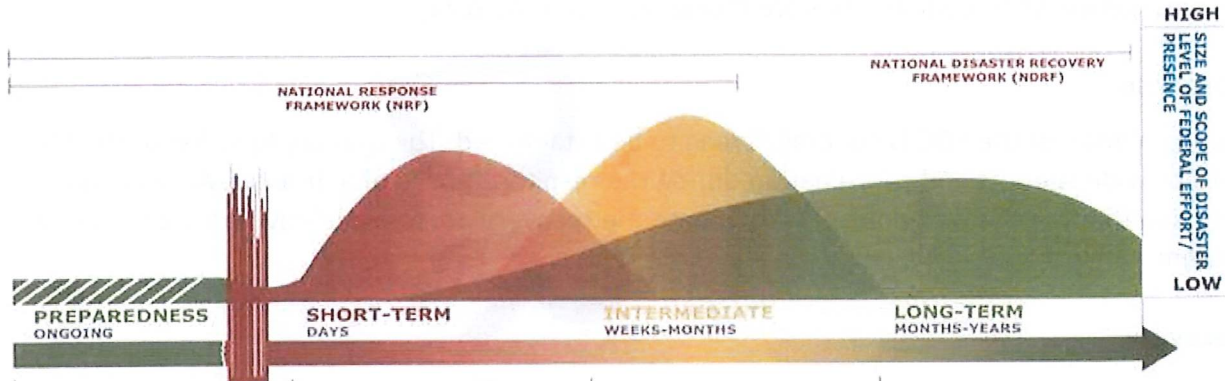

Figure 3.1: Recovery Cycle

Preparedness

The speed and success of recovery can be greatly enhanced by establishment of the process and protocols prior to a disaster for coordinated post-disaster recovery planning and implementation. All stakeholders should be involved to ensure a coordinated and comprehensive planning process with the development of relationships that increase post-disaster collaboration and unified decision making. Another important objective of pre-disaster recovery planning is to take actions that will significantly reduce disaster impacts through disaster-resilient building practices. Larimer County strives to innovate and partner with municipal, state and federal governments, the private sector, and non-governmental organizations in working together to identify tools and resources, pre-disaster, that will serve to support and sustain disaster mitigation and recovery efforts.

It is important to acknowledge that disasters result in disproportionate impacts for marginalized members of a community, and that disasters often illuminate the gaps that exist in our modern systems or exacerbate barriers and inequities that previously existed. All community members must have equal opportunity to participate in community recovery efforts in a meaningful way. Care must be taken to assure that actions, both intentional and unintentional, do not exclude groups of people based on race, color, national origin (including limited English proficiency), religion, sex or disability. Care must be taken to identify and eradicate social and institutional barriers that hinder or preclude individuals with disabilities and others in the community historically subjected to unequal treatment from full and equal enjoyment of the programs, goods, services, activities, facilities, privileges, advantages and accommodations provided.

Mutually beneficial community-rooted partnerships are not only a best practice, but crucial to equitable recovery operations as often times it is these community-rooted organizations that

have the best understanding of the needs of an underserved community and have the best means in which to provide culturally-relevant information and resources as they are trusted entities. It is important to establish relationships and trust with community-rooted organizations prior to an incident, as it is fundamentally more difficult to do this during times of an emergency when communities are facing significant hardship.

Response

During a disaster the EOC is generally going to be established. The primary function of the EOC is to provide support and coordination during the response phase of a disaster. An additional function that is equally important is to initiate the recovery process and develop the recovery system.

Recovery

The Office of Emergency Management is responsible for initiating the transition from emergency operations into long-term recovery. While OEM facilitates this process, it is also imperative for OEM to maintain a state of readiness should another incident occur regardless of ongoing recovery efforts.

The Five Phases of Recovery

- Phase 1: Stabilization refers to the time immediately following the incident. Limiting and reducing unmet needs are the primary goals of stabilization. During this period an initial disaster recovery assessment is completed and the size and scope of the recovery system needed identified. Basic critical infrastructure needs are addressed during the stabilization phase.

- Phase 2: Transition refers to the transition from EOC operations to recovery operations. This phase of recovery continues to address unmet needs, is interfacing with assessment teams, the state recovery coordinator, and federal Preliminary Damage Assessment (PDA) requirements. Operationally, health and safety, community engagement, public information, and critical infrastructure repair will be the priority.

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

  Examples of short-term recovery activities include:
  - providing mass care, including sheltering, food, water and other essential commodities for those displaced by the incident
  - providing disability related assistance/functional needs support services
  - conducting initial damage assessment of homes, businesses, critical infrastructure and essential services

- clearance of debris from emergency transportation routes, debris removal and general clean up
- repairing major transportation systems and restoring interrupted utilities, communication systems, and other essential services
- dissemination of emergency instructions and information to the public
- provision of case management and behavioral health services to address individual needs of disaster survivors
- implementation of a process for coordinating spontaneous, unaffiliated volunteers
- implementation of a process for managing undesignated donations, possibly including collection and distribution facilities and a multi-agency warehouse
- rescue and emergency care for pets and companion animals
- staffing and management of Disaster Recovery Centers (DRCs) to provide a one stop information and assistance center for survivors

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

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

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

  Examples of long-term recovery activities include:

- o developing and implementing disaster recovery processes and strategies and reflecting recovery planning and mitigation measures in the community's land use planning and management (comprehensive plans, master plans, and zoning regulations)
- o addressing recovery needs across all sectors of the economy and community and addressing individual and family recovery activities and unmet needs
- o rebuilding to appropriate resilience standards in recognition of hazards and threats
- o rebuilding educational, social, and other human services and facilities according to standards for accessible design
- o reestablishing medical, public health, behavioral health, and human services systems
- o implementing mitigation strategies, plans, and projects
- o implementing permanent housing strategies
- o implementing economic and business revitalization strategies

Recovery as Resilience

Ultimately, recovery should be approached throughout the entirety of the process as an opportunity to improve resilience, and projects and initiatives implemented should reflect this. While returning the community to a sense of normalcy is an important goal, what was "normal" prior to a disaster may not be what is truly best for progressing a community forward or ensuring the long-term vitality of the community. Recovery also often comes with an infusion of funds and resources that may not have otherwise been available that can be contributed toward not only restoration of the community but to transformative change that is needed in the community. With this approach, Larimer County can help to ensure that recovery goes beyond the ability to "bounce back" but also ensures that the county progresses forward.

Resilience also encompasses doing what is needed for the most vulnerable in our community, versus doing what is best for the majority. Utilizing a resilience approach to recovery efforts helps to ensure that those who are most impacted and most marginalized as a result of an event are provided the sufficient resources and support to not only return to a state of normal but are elevated out of long-term hardship the best degree feasible.

4.7 Recovery Organization

Emergencies and disasters will be managed under the roles and responsibilities set forth in the Emergency Operations Plan and the Recovery Plan. Larimer County shall retain the responsibility for direction and control of its own operations, personnel, resources, and facilities when an emergency or disaster occurs. Local disasters or emergencies, whether declared or undeclared, will utilize the concepts provided in this Plan to support recovery efforts. A disaster declaration is not required for the activation of the Emergency Operations Center or this Recovery Plan.

Recovery Management Structure

Disaster recovery response begins immediately in a cooperative relationship with operational response. When the Emergency Operations Center is activated the recovery structure begins. Examples of recovery activities that may occur during the response phase of the disaster include damage assessments, debris operations, establishing comfort centers, behavioral health services, and Human Services assistance to individuals.

While Larimer County as a geographic region has always been fortunate in that collaborative efforts appear to be part of the root culture of this area, this was further reinforced as a critical need during the 2020 COVID-19 Pandemic. This was an event that was unprecedented within the last century, and illuminated the gaps and strengths of our modern, highly interconnected global system. Response and Recovery both required a collaborative structure, and the ability to work outside of traditional systems to address the unique needs of this incident. Additionally, the COVID-19 Pandemic impacted all agencies and organizations, causing overwhelm across the spectrum. Therefore, the structure could not have rigid parameters for participation or a strict hierarchy, as this would have hindered the ability of organizations and agencies to participate in a way that was most appropriate for them. Using this model, the Larimer Recovery Collaborative was initiated in late Spring of 2020, comprised of both governmental and non-governmental agencies and organizations.

The Larimer Recovery Collaborative has a baseline framework, in which task forces or working groups are developed based on the needs of the incident, but is an open structure to allow for holistic community participation. This structure was initially stood up for COVID-19 Recovery, but was also utilized for the Cameron Peak Wildfire, since both incidents were complex, required long-term recovery coordination, and had a large variety of partners and stakeholders.

While it is important to maintain a structure that allows for flexibility and adaptability as it pertains to levels of participation, a lesson learned is that leadership, including the central facilitator(s) of the recovery effort should be made up of persons who hold decision-making power for organizations. This helps to ensure more efficient coordination, allows decisions to be made more quickly, and discourages siloing. This model has become recognized in Larimer County as a regional recovery effort and will continue to be adapted to fit future recovery needs.

The Recovery Collaborative is facilitated by the Larimer Office of Emergency Management and involves 1) a policy group for advanced decision-making, 2) a public information network, and 3) the establishment of functional work groups. The Work Group structure is based on the needs of the incident and the community. Therefore, the work groups may change from incident to incident. Common work groups that exist under the Recovery Collaborative include:

- Water Recovery – This work group focuses on watershed health including science and monitoring, modeling & analysis, water infrastructure, assessments and repairs, hillslope and channel rehabilitation, and watershed grants and fundraising.

- Infrastructure – This work group focuses on critical infrastructure and key resource needs such as utilities and communications assessments, road and bridge assessments, repair and restoration activities, community lifelines and critical infrastructure, and infrastructure grants and fundraising.

- Public and Environmental Health – This work group focuses on human and environmental health needs such as environmental impacts, air quality, water quality, food safety, and public health needs.

- Debris Management – This work group focuses on debris considerations such as clear and grub activities to ensure access to damage areas, hazard tree removal, household waste removal, and other disaster-related debris.

- Planning and Building – This work group focuses on activities related to rebuilding such as residential and commercial property permitting, land use planning, and community development.

- Individual Needs – This work group focuses on recovery needs for individuals such as housing support services, donations management, volunteer management, construction management, emotional/spiritual care, and private lands unmet needs.

- Community Support Services – This work group focuses on human services such as aging and adult services, housing stability and homelessness, early learning and childcare services, food and essential needs, and behavioral and physical health services.

- Mitigation and Resilience – This work group focuses on mitigation and resilience activities such as mitigation project implementation, recovery plan and unmet needs study, community planning and capacity building, resilience implementation, and mitigation project funding.

- Economic Health – This work group focuses on business needs and economic services such as agriculture and farming, hospitality and visitor experience, outdoor recreation, workforce and employment, small business support, and economic development.

- Data and Information Management – This work group focuses on the collection and storage of data and information such as data and modeling services, GIS and geospatial analyses, modeling, assessments (Fire, BAER), organization and sharing of information, tracking data modeling, and facilitating data sharing requests.

Prioritization of Recovery

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

Initial priorities to focus on may include the following:
- Life safety
- Property protection
- Critical infrastructure
- Social needs
- Economic needs
- Environmental impacts

Multi-Jurisdictional Decision-Making

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

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

Section 4.8 Assignment of Responsibilities

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

The following sections reflect the role of different stakeholders or participants in recovery:

Individuals and Households

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

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

Private Sector

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

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

Nonprofit Sector and Community-Rooted Organizations

The nonprofit sector plays a vital role in the recovery of impacted communities. Nonprofits include voluntary, faith-based and community organizations, charities, foundations and philanthropic groups as well as professional associations and academic institutions. The formidable value of the work of these stakeholders resides in community recovery planning, case management services, volunteer coordination, behavioral health and psychological and emotional support, technical and financial support, housing repair and construction that meets accessibility/universal design standards, and project implementation. Nonprofits directly supplement and fill gaps where government authority and resources cannot be applied. Particularly in a large-scale or catastrophic disaster, they play a critical role in the implementation of an inclusive, locally-led recovery organization and process during the transition as federal and state recovery support recede and local leadership and community recovery organizations complete the mission.

County and Municipal Governments

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

preparing hazard mitigation and recovery plans, raising hazard awareness and educating the public of available tools and resources to enhance future resilience.

Colorado State Government

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

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

Federal Government

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

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

When a disaster occurs that exceeds the capacity of state and tribal resources — or impacts federal property, other areas of primary federal jurisdiction or national security interests — the Federal Government may use the *National Disaster Recovery Framework (NDRF)* to engage necessary and available department and agency capabilities to support local recovery efforts.

4.9 Special Considerations in Recovery

Rural Area Recovery Needs

Rural communities have particular needs following a disaster. Factors that may impact recovery in rural areas include: lack of local resources or management; large stretches of land that are thinly populated; and infrastructure dispersed across a vast stretch of land. These factors may make logistical endeavors challenging. Such communities may need a pre-disaster regional recovery plan but may lack the resources, leadership or political autonomy to engage in one.

In rural communities, sometimes the human population incurs the greatest loss through devastation to the land itself, rather than any human-made assets. Whether the disaster loss is caused through drought, floods, crop blight or livestock illnesses, agricultural concerns demand a recovery approach that is distinct from densely populated urban settlements or manufacturing centers. Other communities needing a rural recovery approach are those dependent upon such industries as forestry, mining, fisheries or oil/mineral exploration.

High-Density Urban Area Recovery Needs

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

Considerations for People with Disabilities and other Access and Functional Needs

Practices to avoid adverse consequences in recovery efforts include:

- Conducting outreach to community organizations serving racially and ethnically diverse populations for purposes of advising them about available assistance, eligibility standards for assistance and including them in disaster preparedness, recovery and reconstruction planning.

- Ensuring that the location for meetings seeking public input is accessible, particularly with adequate public transportation options, to all impacted community members and advertisement for such meetings take into account the various ways in which different members access such information.

- Making sure that language services — including bilingual staff, interpreters and translated materials — are in place so that limited English proficient persons are able to communicate their needs, apply for assistance and receive important information about the process.

- Taking steps to encourage all eligible persons in need to come forward to receive vital disaster benefits; not all benefits require a person to be legally present and some allow children of undocumented parents to receive aid. Sharing information about the minimum eligibility standards for obtaining benefits, so that eligible individuals, including eligible immigrants and/or their children can access aid without difficulty or fear.

- Not applying more stringent eligibility criteria for recovery aid based on race, color, national origin, language or other prohibited bases.

- Ensuring affordable rental housing in racially and ethnically diverse communities and seeking leadership and input from those communities regarding rebuilding efforts.

- Monitoring and addressing possible housing discrimination against displaced persons seeking a place to live after a disaster. Complaint procedures should be clearly articulated and nondiscrimination policies should be in place.

- Ensuring that temporary homes are adequate and conveniently located to essential services such as schools.

- Planning for how residents may access alternative medical facilities, particularly via public transportation, if local facilities are damaged or destroyed. Engage impacted community members in the planning for rebuilding these facilities.

- Ensuring that recovery services are accessible by public transportation. Plan for community access to recovery services in the event public transportation systems are disrupted.

- Monitoring and addressing possible recovery-related fraud, particularly fraud targeted at racially and ethnically diverse communities.

- Prohibiting discriminatory terms or conditions or discrimination in housing services (for example, higher security deposits or higher rent for tenants based on their race, color or national origin).

Unmet Needs

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

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

4.10 Financial Management

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

In the aftermath of a disaster, financial operations are carried out under compressed timeframes, requiring expedited purchases and other expenditures outside normal, routine procurement processes. Each office and department in Larimer County is responsible for

establishing effective administrative controls to guide and track expenditures and financial commitments, including personnel time and travel records, contract and lease information and invoices, and logs and receipts for the use of force account equipment, supplies and materials. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with Stafford Act program guidelines.

4.11 Plan Development and Maintenance

This plan will be reviewed and updated as needed by the Larimer County Office of Emergency Management. Every third year, an extended review will occur to ensure the plan remains current.
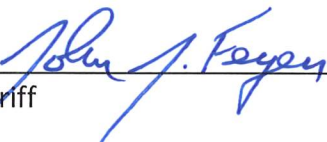
4.12 References

Many plans and procedures were reviewed and utilized in the development of this plan. A few of these references include:
- State of Colorado Emergency Operations Plan (SEOP)
- State Disaster Recovery Plan
- National Response Framework (NRF)
- National Incident Management System (NIMS)
- Community Preparedness Guide (CPG) 101
- Local, state and federal acts, statutes, resolutions and other documents that guide emergency management

APPROVAL SIGNATURES

The Disaster Recovery Plan has hereby been reviewed and approved by the Board of County Commissioners and Larimer County Sheriff this __11th__ day of __March__, 2025, and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: _____
Board of Commissioners Chair

BY: _____
Sheriff

APPENDIX A – DEFINITIONS

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

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

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

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

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

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

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

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

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

Debris - The remains of something broken down or destroyed.

Equity – Promoting justice and ensuring the same accessibility to resources and opportunities for all members of a community. All residents, regardless of identity, are able to participate in the community's economic vitality, contribute to the community's readiness for the future, and connect to local assets and resources in a meaningful way. Equity exists when structural barriers that have historically disadvantaged certain groups are removed and replaced with those that ensure everyone has access to the opportunities and tools they need to thrive. (*As defined by the Larimer County Equity, Diversity, and Inclusion Board*)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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