AN ELECTED OFFICIAL'S POLICY GUIDE FOR DISASTERS AND EMERGENCIES

The following handout provides information that will be available in a new Policy Guide for Elected and Key Officials that is being developed by the Colorado Division of Emergency Management

STATE OF COLORADO

Department of Local Affairs
Division of Emergency Management
9195 E. Mineral Avenue, Ste 200
Centennial, CO 80112

24-Hour Emergency Response Number:
1-303-279-8855

TABLE OF CONTENTS

OVERVIEW

The Policy Group includes key Senior and Elected Officials who establish community goals, make strategic policy decisions and set priorities while considering the economic, legal, political and social implications of the incident and maintaining the public trust. This guide was developed by the Colorado Division of Emergency Management (DEM) to ensure that elected and key officials have the tools they need to effectively protect their citizens.

For any large-scale emergency or disaster, it is the **local government** that has the responsibility to mitigate the risk and provide for the safety of the citizens and community. Colorado State Statute (CRS 24-32-2107) states that each county shall establish and maintain a disaster agency. This commonly involves designating an emergency manager for the jurisdiction (through resolution and job description), with specific roles and responsibilities for the purpose of protecting the public during emergencies and disasters. The emergency manager coordinates and provides responder training, emergency planning, mitigation alternatives and actions, and recovery considerations. The emergency manager is the link between the Incident Commander (IC) and the local/tribal officials. In the absence of an emergency manager, an elected official holds this responsibility. It is imperative that the local elected officials and tribal governments understand the emergency management process and understand their role during an emergency. Recent emergencies/disasters, both domestic and abroad, have highlighted the need to further develop emergency management and coordination activities.

This guide outlines responsibilities that must be addressed during the response and recovery phases of an incident. It is organized from the key initial actions and decisions, all the way through to finance obligations and community recovery. Each tab outlines a specific responsibility of the Policy Group, and gives helpful information to guide your way through the incident.

This guide is relevant to the following groups:

Counties – All Counties in the State of Colorado must comply with the State Statutes relevant to emergency and disaster efforts, and have statutory responsibilities as outlined in this guide.

Tribes – If the tribe elects to be considered under Colorado laws as a local government, the information in this guide is relevant. Otherwise, it will depend upon the tribal decision as to their governmental structure and reporting requirements during an emergency.

Municipalities – Municipalities can elect to have an emergency management agency. If this has occurred, the information in this guide is relevant. If the municipality does not have an emergency management agency, the County has ultimate responsibility to provide these services.

Special Districts – Special Districts are considered a local government entity, and therefore are considered the same as a municipality for the purposes of this document.

DECISIONS

When an incident occurs in your jurisdiction, emergency first responders and incident managers take action and begin to mitigate the problem. They do this at the operational level every day and are trained in the tactical decisions that are necessary for adequate response. The Incident Commander is in charge of all on-scene tactical operations.

The Policy Group is not involved at this level of response. Instead, the Policy Group should be available to make strategic decisions when that emergency or disaster begins to stress the emergency response system and the community.

At the strategic level, the Policy Group must understand and focus on the effects of the incident on the community.
- ✓ How is the community responding to the incident?
- ✓ What are the community priorities?
- ✓ What can you do as a key official to keep the public calm and informed, while also allowing the incident managers to operate efficiently?

These questions often have a lot to do with the history and culture of the local jurisdiction, and are the responsibility of the emergency manager and the Policy Group.

When making decisions for the community, start with a few basic questions:
- ✓ What do you already know?
- ✓ What do you need to know?
- ✓ Who has the answers you need?
- ✓ What key tasks need to be accomplished?
- ✓ What are your priorities?

By answering these questions, the Policy Group will be better prepared to ensure the safety of the citizens, coordinate and cooperate with supporting agencies and stakeholders, and obtain situational awareness to solve future problems. The Policy Group may often have to make unpopular decisions for the greater good of the community. By knowing which questions to ask, the Policy Group can better inform and educate the public about why decisions were made and what citizens can do to assist in mitigating the event.

INITIAL ACTIONS

Initial actions as a Policy Group include the following:

- ✓ Convene the Policy Group
    - o Determine the Policy Group meeting location considering the incident and the location of elected officials and agency executives.
    - o Determine the key and elected officials relevant to the incident and communicate the location and time of the Policy Group meetings.

- ✓ Establish contact with your emergency manager.
    - o Is s/he in contact with the Regional Field Manager or Duty Officer for the Colorado Division of Emergency Management (DEM)? 303-279-8855
    - o Has state assistance been requested? If so, what assistance has been requested?

- ✓ Obtain contact information for the:
    - o Incident Command Post (ICP)
    - o Emergency Operations Center (EOC)
    - o Public Information Officer (PIO)

- ✓ Obtain briefing:
    - o Geographic location and size of incident (i.e. acres/blocks)
    - o Injuries and deaths
    - o Evacuation status
    - o Shelter status
    - o Property damage
    - o Resource shortfalls (we need something we cannot obtain)
    - o Incident prognosis (growing, stabilizing, unknown)

- ✓ Establish contact with other elected/appointed officials as necessary.

- ✓ Supervise appropriate jurisdictional departments and assist the Emergency Manager in implementing the Emergency Operations Plan (EOP) and its relevant policies.

- ✓ Coordinate with the Public Information Officers to ensure messages to the public instill confidence and a sense of calm.

- ✓ Temper expectations of what the government can do to aid in response and recovery.

- ✓ Provide input to the objectives of the Incident Action Plan (IAP) or any other Incident support documents.

- ✓ Make yourself available to address policy level issues and participate in Command or EOC meetings and briefings as appropriate.

- ✓ Determine, with the help of the Emergency Manager, if a declaration of emergency or disaster should be made by the jurisdiction(s) presented in the Policy Group.

INCIDENT COMMAND / EMERGENCY OPERATIONS CENTER INTEGRATION

The Incident Command System (ICS) and the Emergency Operations Center (EOC) are critical parts of a Multi-Agency Coordination System (MACS). Designated members of the Policy Group will be a part of the MACS.

All incidents are managed by an Incident Commander (IC). In multi-jurisdictional cases, two or three people may join together to be Unified Command (UC). This will allow for improved coordination and a uniform set of objectives for all personnel assisting with the management of the incident. The IC/UC will have responsibility for managing all operations on the incident scene to include tactical operations, assessments, planning and logistical support. This is considered the command footprint.

The functions of Incident Command are to:

✓ Set incident objectives and management priorities.
✓ Execute life safety missions.
✓ Manage and direct resources on the incident.
✓ Order resources to be used on the incident.
✓ Demobilize resources no longer being used on the incident.

As incidents grow and or persist, parts of the community around it will also become affected. There may be a need to begin evacuations and establish shelters, set up donations management systems, establish assistance centers, et cetera. These responsibilities typically fall outside the command footprint and require specialized management through the Emergency Manager and the Emergency Operations Center.

The EOC is a central point of coordination during an incident. Many departments or agencies within your jurisdiction offer capabilities (skilled personnel and resources) to help with an emergency or disaster. The EOC is a good place from which to coordinate and synchronize those assets. The focus of an EOC is the coordination of information and resources to support incident management activities.

The function of the EOC is to:

✓ Conduct situation assessments.
✓ Acquire and allocate critical resources to incidents.
✓ Conduct multi-agency coordination.
✓ Provide summary information by function.
✓ Coordinate, support and assist with policy level decisions.
✓ Coordinate with elected and appointed officials.
✓ Coordinate with the elected and appointed officials through the Policy Group.
✓ Coordinate with other EOCs or Multi-Agency
Coordination Centers (MACCs) such as neighboring jurisdictions, department operations centers, and the State EOC.

Routine incidents typically need no policy or coordination function support. As incidents increase in complexity greater centralized coordination and policy guidance is required.

Policy Group functions in support of the EOC:

- ✓ Support the EOC Manager in providing jurisdictional coordination amongst all government departments.
- ✓ Make policy and financial decisions related to the emergency or disaster.
- ✓ Make strategic decisions as needed or requested by the emergency manager and/or the IC.
- ✓ Determine jurisdictional priorities to ensure they are included in the long-term incident planning.
- ✓ Provide legal guidance to the incident and EOC managers.
- ✓ Consider cultural, economic, political and social implications of the incident and communicate needs to the incident and EOC managers.
- ✓ Request that a Liaison Officer position be established between the EOC and the Policy Group to help coordinate the flow of information and interactions between these two elements.

- ✓ Create Delegations of Authority (also known as Delegations of Responsibility), Declarations of Emergency/Disaster, and any other documents needed to ensure the safety of the population and the ability for the community to recover.
- ✓ Coordinate with policy level representatives and Senior Officials from other affected jurisdictions to ensure policy and strategy coordination.

In order for the IC to have the best chance for success s/he requires appropriate resources at the right time. Likewise, to provide effective and efficient support, the EOC requires timely and accurate situation information from the incident. Without this, Policy Group officials will have difficulty in making good, informed decisions, managing public expectations and providing good leadership to the community during its most trying times.

LIAISON

Once an incident occurs, first response agencies will respond, size-up the situation, and order additional resources from within the jurisdiction (through local dispatch centers) and surrounding communities through mutual aid agreements. If the incident is big enough, the local response organizations will quickly become overwhelmed, leading to the need for state and, possibly, federal support. Additionally, with larger incidents, it is often necessary to bring in an Incident Management Team (IMT) to supplement local resources.

This leads to multiple agencies coming into the local jurisdiction from various levels of government, and various levels of incident responsibility. It is critical for the Policy Group to understand that a local incident will always remain a local incident. Multiple partners may be involved from government, volunteer organizations, and non-governmental organizations (NGOs), but the incident will always remain a local responsibility.

The local jurisdiction that has authority, therefore, needs to develop a process for working closely with these various partners. A local Liaison provides a link between the EOC, Policy Group, IMT, and other key stakeholders.

This person could be any designated community official who assists in providing the link between outside agency representatives and the local community. If no Liaison Officer is designated, the Policy Group may have difficulty maintaining situational awareness and maintaining effective communication flow, and may suffer political implications.

The liaison role includes the following:

- ✓ Provide contacts for the local Policy personnel or their representatives to the EOC, Incident Command Post (ICP) and IMT.
- ✓ Ensure Policy Group considerations and concerns are communicated to the Incident Managers and EOC personnel, including economic, historical, environmental and cultural concerns.
- ✓ Recognize problems as they emerge and work with stakeholders to solve issues before they affect the incident.
- ✓ Coordinate with internal and external partners and stakeholders on issues affecting the incident.
- ✓ Coordinate with Public Information Officers (PIOs) and/or the Joint Information System (JIS) to gauge how the community is reacting to the incident so the Policy Group can work on messaging and priorities.

Work with State and Federal agencies in determining damage assessments, recovery opportunities, and declaration considerations.

RESOURCE MANAGEMENT

Request for Assistance Process

One of the key tasks during a large-scale emergency or disaster will be to determine priority areas and understand the process for requesting additional assistance when your resources have been depleted or are unavailable. This can be done through the following actions:

Your resource management plan should identify assets that will potentially be in short supply based on your hazard analysis and capabilities assessment. Logically, you will use resources (government owned or private sector) in your local area first. Upon recognition of a gap in resource availability (usually identified by incident command using the ICS-215 form) you should take the following actions:

✓ Resources should be requested through the local ICP to the relevant local government's emergency manager for resource requests.
✓ The local EOC should exhaust all jurisdictional resources, mutual aid and auto-aid resources.
✓ Local commercial resources should be exhausted before requesting outside assistance unless there is an immediate threat to life and property. Pre-established contracts ensure the best possible pricing during emergency situations.
✓ The local EOC should then request resources through the State EOC for resources that are outside the local EOC capability.

What Kind and Type of Assistance is Available?

✓ Almost any resource can be provided to include personnel, equipment and supplies.
✓ It is important to recognize that unique/special equipment requests may take longer to process than those for more standard kinds of equipment.
✓ Distance and weather conditions may affect resource availability.
    o Effective planning procedures will be needed to ensure resource needs are identified early in the incident.
    o Resource ordering procedures between incident command and the emergency operations center have to be worked out in advance in order to provide for efficient resource allocation.

  Mutual Aid
✓ The local agency/government is responsible for maintaining mutual aid agreements for obtaining resources for other, nearby units of government.
    o Your hazard analysis and capabilities assessment will provide the kinds and types (what and how big) of resources that you will likely need. This is done in advance of the incident as part of the emergency planning process.
    o After you have entered into mutual aid agreements, you will need to maintain them on an annual basis.

    o The agreement should provide for:
        ▪ Kind of resource (what it is),
        ▪ Type of resource (what is the resource's capability), and
        ▪ Any associated costs, either during the mutual aid period (which is usually no cost), or after the mutual aid period expires.

Authority to Request Resource Mobilization

The authority to request state resource mobilization is vested in the:
- ✓ Jurisdictional Emergency Manager or Designee, per local policy
- ✓ County Sheriff
- ✓ Jurisdictional Fire Chief
- ✓ Jurisdictional Executives, Board of County Commissioners, City Council, Town Council, or Tribal Council (as appropriate)
- ✓ Incident Commander acting under a **direct delegation of authority** from any of the above. The Incident Commander is responsible for incident management using National Incident management System (NIMS) and coordination of resources assigned to the incident.

Only these positions have been vested with the authority to request regional resource mobilization.

State of Colorado's Role
- ✓ Provide planning technical assistance in:
    - o Identifying resource needs
    - o Developing mutual aid agreements
- ✓ Provide operational assistance in:
    - o Obtaining critical resources
    - o Managing resource allocations
- ✓ Obtain critical resources via:
    - o State agencies
    - o Local governments
    - o Private sector
    - o Other states (Emergency Management Assistance Compact)
- ✓ Attempt to secure state funding, as available and applicable, for disaster response and recovery

Federal Governments Role
- ✓ Obtain critical resources via:
    - o Federal agencies
    - o Private sector
- ✓ Provide funding via Stafford Act Emergency or Major Disaster Declaration

State Resource Mobilization Plan

The purpose of the State of Colorado Mobilization Plan (*Mobilization Plan*) is to provide guidelines to quickly identify, allocate, mobilize and deploy all-risk resources to any Colorado jurisdiction, in the event an incident requires resources beyond those available under any existing inter-jurisdictional or mutual aid agreement.

The *State of Colorado Mobilization Plan* is an all-hazard based plan used to provide resources to any incident beyond local capabilities, which are necessary to protect life, property, the environment, cultural and economic resources, and governmental continuity. This plan pertains to requests for resources and does not reflect the protocols for a disaster declaration.

Resources are also inventoried in an online system called "Connect Colorado", where locals can list their resources and equipment. This system can be found at the following website: https://connect.state.co.us/csermp/login

The process for Resource Management begins at the local level. The Mobilization Plan can be implemented, by an authorized individual, once it is determined that resources beyond what are available locally or by existing agreements are needed. The process is described in this section.

Request for Assistance Documents

A Request for Assistance (RFA) Form is completed by requesting agency via the emergency manager or ICP by delegated authority. When completing the Request for Assistance Form provide mission and resource needs, special considerations, point of contact information, and staging area information definitions with specific job assignments for responding resources.

<div align="center">or</div>

A Resource Order Form (Form ICS – 213rr) is completed by requesting agency via the emergency manager or ICP by delegated authority. When completing the ICS-213rr Form, use resource typing definitions with specific job assignments for responding resources, travel radio channel, agency having jurisdiction (AHJ) point of contact and contact numbers, and staging area location and address.

<div align="center">or</div>

Mobilization can be initiated by any of the above authorities through your DEM Regional Field Manager or the State Emergency Operations Center (SEOC) at 303-279-8855. (24-Hour Emergency Number).

The SEOC will assist any political subdivision in implementing the Mobilization Plan at any time.

AGREEMENTS

The State Intergovernmental Agreement (IGA) for Emergency Management has been signed by 56 counties and various municipalities, special districts, and hospitals throughout the state. This IGA gives each jurisdiction the ability to assist other jurisdictions during an emergency or disaster by whatever means they have available. No declaration is needed at either the state or the local level to use this agreement.

The governing body or elected board of a jurisdiction has the authority to sign an agreement for anything they are required to do by Colorado Law. For example, if the local jurisdiction has the statutory responsibility to provide incident management capabilities during a disaster, that jurisdiction can sign a Delegation of Authority with an Incident Management Team (IMT) to provide the incident management on behalf of the jurisdiction. Or the jurisdiction may sign an Intergovernmental Agreement with another governing entity to provide support services during the emergency or disaster, including resources and personnel.

The development of these agreements should be done prior to an emergency or disaster affecting the community whenever possible, but can also be implemented by the Policy Group based on the circumstances of the disaster.

Within your jurisdiction, it is vitally important to understand what agreements have been signed, what agreements are needed, and the process for developing the appropriate agreement for emergency use.

- ✓ Mutual Aid Agreement (MAA) – An agreement between two parties that allows for rapid response from neighboring communities for public safety.

- ✓ Memorandum of Understanding (MOU) – An MOU is a document that outlines an agreement between two parties for services or support.

- ✓ Intergovernmental Agreement (IGA) – An IGA is a binding contract between two parties for support or services. If the agreement has a financial obligation attached, an IGA should be used.

- ✓ Contractual Agreements – During an incident, it is often necessary to obtain outside commercial resources through a contractual agreement, such as food or sanitation services. The local purchasing / procurement department can often set these up well in advance of an emergency or disaster.

- ✓ Land Use Agreements – It is often necessary to obtain the use of land that is not owned by the local government, such as a lake for water drops during a wildfire, or a park to provide camping facilities for emergency responders. Some of these agreements can be predetermined, while others may need to be developed at the time of the disaster.

DECLARATIONS

Declaring an Emergency
According to C.R.S. 24-32-2104: "A local disaster may be declared only by the principal executive officer of a political subdivision. It shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing board of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the division (DEM)."

An emergency declaration may extend to all or any part of the geographical area under the jurisdiction of the municipality/county/tribe/special district.

Although a verbal declaration of emergency is permitted, all declarations should ultimately be made in writing to ensure proper documentation is maintained.

A local state of emergency declaration can be initiated by a county at any time. Doing so informs state decision makers that an emergency situation exists beyond the response or recovery capabilities of the local jurisdiction.

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

The biggest benefit to the local/tribal government for declaring an emergency or disaster is to activate the **Local Emergency Operations Plan (LEOP).** By activating the local plan, the jurisdiction will have access to policies, procedures, and agreements that aren't necessarily available during day-to-day operations. For example, a local jurisdiction may have a policy stating that normal bidding procedures for procurement are suspended during an emergency or disaster declaration. These measures pertain to:
- ✓ the performance of public works
- ✓ entering into contracts
- ✓ incurring obligations
- ✓ hiring permanent/temporary workers
- ✓ using volunteers
- ✓ securing rental equipment
- ✓ the acquisition and distribution of supplies
- ✓ the appropriation and expenditure of public funds
- ✓ price gouging
- ✓ transportation regulations
- ✓ resource management

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

State Declaration of Emergency/Disaster

If a jurisdiction determines the emergency or disaster is beyond its ability to effectively respond, a state of emergency can be declared by the governor through an executive order or proclamation (C.R.S. 24-32-2104). The local jurisdiction must provide information and ultimately should provide documentation in support of a declaration request. Additionally, specific thresholds must be met to activate certain state or federal programs. The action of the governor will be in support of the local jurisdiction's expressed needs. The declaration of a state of disaster emergency by the governor serves to:
✓ Activate the emergency response, recovery and mitigation phases of the state and local emergency management plans; and
✓ Provide authority for the mobilization and deployment of all resources to which the plans refer to CRS 24-32-2113, or any other provision of law relating to emergencies.

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

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

The executive order shall indicate:
✓ The nature of the disaster
✓ The area threatened
✓ The conditions which have brought it about or which make possible termination of the state of disaster emergency.

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

Federal Emergency/Disaster Declaration Process

In 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707), was enacted to support State and local governments and their citizens when disasters exceeded their capabilities. This law, as amended, establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance.

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

FEMA, now part of the Emergency Preparedness and Response (EPR) Directorate of the Department of Homeland Security, is tasked with coordinating the response of federal agencies with state and local governments.

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

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

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

— **ASSISTANCE AVAILABLE** —

FEMA disaster assistance falls into three general categories:

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

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

Other Program Assistance Available

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

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

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

*The State of Colorado also has the Emergency Fire Fund (EFF) which is a voluntary fund that communities can contribute to for financial assistance during wildfires. This fund is managed through the Colorado State Forest Service.

Small Business Administration Disaster Loans
The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The Small Business Administration can provide three types of disaster loans to qualified homeowners and businesses:
✓ Home disaster loans to homeowners and renters to repair or replace disaster-related damages to home or personal property;
✓ Business physical disaster loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and
✓ Economic injury disaster loans, which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

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

Agricultural Emergency Disaster Designation and Declaration Process

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

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

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

RECOVERY

During the recovery phase, a community attempts to bring their impacted area back to pre-disaster condition or better. Depending on the size of the incident, disaster recovery could take years. The Recovery period is a window of opportunity for a community to determine values and sustainable goals and to implement hazard mitigation measures. Pre-disaster planning improves the speed and quality of post disaster decisions and processes.

Some Recovery issues include humanitarian care for survivors and safety measures for first responders, reputational damage, restoring critical infrastructure and government services, restoring community tax base and retaining businesses and employers, ensuring community-wide, collaborative participation in recovery policies/decisions, and stabilizing hospital-EMS-health networks. Successful Recovery leverages available local, state and federal programs and assistance to support local recovery goals.

Pre-Event:

Establish a Recovery Planning Committee
- ✓ Include government, private sector, non-profits, academia, religious organizations, NGOs, and other stakeholders.
- ✓ Make it consensus based and identify short/long term goals.
- ✓ Coordinate public, private, non-profit and faith-based recovery forces.
- ✓ Identify potential interim and permanent housing strategies and rebuilding options.
- ✓ Address long-term recovery and unmet needs.
- ✓ Develop community recovery strategies.
- ✓ Develop, update and exercise a Disaster Recovery Plan.

Post Event:

Establish a Disaster Recovery Center (DRC)
- ✓ "One Stop" for disaster assistance programs and assistance information.
- ✓ DOLA can provide technical assistance when a local jurisdiction is considering setting up a DRC.
- ✓ Expectation management is a critical component of disaster assistance.
- ✓ Develop an Unmet Needs Committee.

Appoint Recovery Manager
- ✓ Provide central coordination point for all recovery support functions.
- ✓ Facilitate community and neighborhood meetings.
- ✓ Seek support from philanthropic community.
- ✓ Provide liaison with state and federal agencies and coordinate administration of Stafford Act (when available) and other assistance programs.

Public Messaging
- ✓ Establish a coordinated public information process as soon as possible representative of the various impacted jurisdictions and agencies. Multiple partners and organizations will be coming to assist so a coordinated effort to streamline public messages is crucial.

Establish a Recovery Task Force
- ✓ Make it a collaborative/consensus-based group of elected/appointed officials and community, business, and non-profit leaders that can provide resources and expertise.
- ✓ Establish a recovery "vision" and identify opportunities to improve the community.
- ✓ Proactively manage recovery and redevelopment to consider competing interests.
- ✓ Review/revise the Disaster Recovery Plan, determine recovery strategies, develop actions, establish goals and milestones, and engage and inform the general public.
- ✓ Implement appropriate sections of the Disaster Recovery Plan.
- ✓ Recovery Task Force provides policy and resource support to Recovery Support Functions (RSFs).
- ✓ RSFs are longer-term than Emergency Support. Functions (ESFs), and may require research, analysis and detailed planning to complete.
- ✓ Designate a Recovery Manager who is capable of guiding the recovery process.

Damage Assessment
- ✓ Estimate impacts and losses, mitigation needs, preparedness issues.
- ✓ Identify facilities with risk pool and insurance coverage, FEMA Public Assistance (PA) and Individual Assistance (IA) thresholds.
- ✓ Perform a Rapid Needs Assessment (First 24 hours).
- ✓ Perform an Initial Local Damage Assessment.
- ✓ Perform a Preliminary Damage Assessment (PDA) - Joint effort between FEMA, SBA, State, and local staff.
- ✓ Conduct Building Inspections and Issue Permits.

Debris Management
- ✓ Determine Emergency Debris Clearance – designated priority routes.
- ✓ Develop a Debris Management Strategy – Should include sorting, recycling, reducing, and strategies for removal, management, and disposition.
- ✓ Determine Hazardous Materials guidelines for handling and disposal.
- ✓ Understand your roles and responsibilities with respect to compliance with State and Federal Laws.

Repair/Replace/Restore Public Infrastructure and Services
- ✓ Determine level of insurance coverage for damaged public facilities.
- ✓ Identify alternate facilities to continue government operations during repairs/restoration.
- ✓ Develop strategy and priorities for emergency and permanent restoration of utilities, health and medical facilities, transportation systems, communications, and water/wastewater systems.
- ✓ Coordinate with utility providers to determine restoration priorities.
- ✓ Administer FEMA Public Assistance grants in federally-declared disasters.

Establish System for Managing Donations and Volunteers
- ✓ Determine adequacy of local resources and whether outside assistance is needed to establish a volunteer reception center or to manage donations facilities.
- ✓ Obtain technical assistance from State Donations-Volunteer Coordination team.
- ✓ Establish policy and process for accepting and dispensing cash donations.

Support Mass Care Activities
- ✓ Ensure coordination between Human Services and nonprofit/voluntary agencies providing mass care (American Red Cross, Salvation Army, Colorado Baptists, etc.).
- ✓ Provide logistical support for sheltering, feeding, bulk distribution, animal care and other mass care activities.
- ✓ Establish call center or request assistance from Colorado 2-1-1 to provide call center, information and referral services.

Provide Behavioral Health Services to Survivors
- ✓ Identify resources to meet immediate needs for crisis counseling (victim advocates, behavioral health specialists).
- ✓ Determine need for long-term behavioral health services.
- ✓ Obtain technical assistance through Colorado Crisis Education and Response Network (COCERN), coordinated by Colorado Department of Public Health and Environment (CDPHE).

Provide Case Management Services
- ✓ Ensure trained case managers are available to support unmet needs of individuals and families (application completion, housing, employment, business support, legal services, clothing, furniture, transportation, medical and behavioral health services, and referral/transition to other public services).

Provide Coordinated and Timely Public Information
- ✓ Prepare and release coordinated public messaging regarding health and safety risks, debris removal, donations/volunteers, availability of assistance, and other recovery issues.
- ✓ Establish web page and utilize social media to create interactive, culturally-competent dialogue with residents on recovery matters.

Re-Entry: Public & Environmental Health Considerations
- ✓ Perform Search & Rescue.
- ✓ Determine Secondary Hazards / Imminent Threats.
- ✓ Determine Hazardous Materials Risks to Citizens and Responders.
- ✓ Communicate Risks to Responders/Relief Workers.
- ✓ Establish Public Messaging Systems.
- ✓ Determine Pandemic / Epidemic and Sanitation Considerations.

Identify Sources of Outside Assistance
- ✓ Identify assistance programs available from federal government, state government, nonprofit organizations and the private sector to assist individuals and families.
- ✓ Support delivery of FEMA Individual Assistance grants and loans in federally-declared disasters.

Determine Need for Disaster Declaration
- ✓ Request state and or federal disaster assistance (as needed, based on damage assessment and levels of insurance coverage).
- ✓ Prepare ordinance/resolution declaring a local disaster and providing legal basis for instituting social controls, enabling access to TABOR emergency reserves, or other extraordinary legal measures.

Identify Technical Assistance Needs
- ✓ Contact Department of Local Affairs (DOLA Divisions of Local Government, Housing, Emergency Management) for legal, budgetary, housing, planning and economic development assistance.

Identify Hazard Mitigation Opportunities
- ✓ Develop hazard mitigation strategy and seek funding to support mitigation projects and initiatives.
- ✓ Evaluate adequacy of building and zoning codes and land use plans based on disaster impacts.
- ✓ Coordinate with state and federal agencies with hazard mitigation programs and resources.

Establish Disaster-Related Policies
- ✓ Modify codes and regulations as needed to facilitate recovery for residents, businesses and public entities.

FINANCE

Unless specific disaster thresholds are met, the jurisdiction having authority over the incident (typically local government) is financially responsible for the costs of that incident. The following section provides key considerations to ensure costs are kept to a minimum and reimbursement is an option if thresholds are met.

Pre – Disaster Considerations
- ✓ Meet with your DEM Field Manager prior to any emergency and know how to contact them as needed for questions or assistance.
- ✓ Develop with your accounting department pre-disaster contracts for equipment and supplies to eliminate inflated pricing during a disaster.
- ✓ Know and understand your procurement process. If procurement processes don't currently have an "emergency waiver" process, consider adding one to allow for streamlined purchasing during a disaster/emergency (Without a waiver in process, normal procedures must be followed to be eligible for any reimbursements).
- ✓ Know overtime policies for the jurisdiction, and ensure they are applied routinely regardless of state/federal disaster declarations. Policy must be written and historically used prior to a disaster for any overtime costs to be eligible for reimbursement.
- ✓ Develop and maintain mutual aid agreements with neighboring jurisdictions including any cost associated with their resources for extended use.
- ✓ Be familiar with the threshold requirements for federal declarations.
- ✓ Be familiar with local disaster declarations to access TABOR Funds (Note: TABOR Funds must be restored unless otherwise decided by voters).
- ✓ Implement an expense tracking system with accounting to begin immediately during a disaster.
- ✓ Track all expenses including direct costs, such as personnel and equipment, and any indirect costs associated with the disaster.
- ✓ Continue tracking expenses after the response and throughout the recovery of the disaster.
- ✓ Form an Executive Team for decision-making during the disaster (remember your attorney and department directors).

Financial Actions during a Disaster Response
- ✓ Contact accounting to implement the expense tracking system immediately after notification of the disaster.
- ✓ Contact your Executive Team and or backups immediately for financial impact of the disaster.
- ✓ Contact your DEM Field Emergency Manager as a resource for questions and processes.
- ✓ Begin your analysis for a local disaster declaration and options for funding the response.
- ✓ Begin considering the need to request a state declaration based on anticipated costs to respond and recover from the disaster.
- ✓ Maintain open dialogue with your mutual aid partners.

GLOSSARY OF TERMS

Acronyms / Definitions / Terms

AHJ – Agency Having Jurisdiction
BOCC – Board of County Commissioners
CRS – Colorado Revised Statutes
DEM – Division of Emergency Management, through the Department of Local Affairs
DRC – Disaster Recovery Center
DOLA – Department of Local Affairs
EMAC – Emergency Management Assistance Compact
EOC – Emergency Operations Center
EOP – Emergency Operations Plan
FEMA – Federal Emergency Management Agency
GAR – Governor's Authorizing Representative
IAP – Incident Action Plan
IC – Incident Command or Incident Commander
IC/UC – Incident Command / Unified Command
ICP – Incident Command Post
ICS – Incident Command System
IGA – Inter-Governmental Agreement
IMS – Incident Management System
IMT – Incident Management Team
ISP – Incident Support Plan
MAA – Mutual Aid Agreement
MAC – Multi-Agency Coordination
MACC – Multi-Agency Coordination Center
MACS – Multi-Agency Coordination System
MOU – Memorandum of Understanding
NGO – Non-Governmental Organization
NIMS – National Incident management System
NPO – Non-Profit Organization
PIO – Public Information Officer
Policy Group – Elected and key officials in the jurisdiction having authority
RSF – Recovery Support Functions
SBA – Small Business Administration