

# Recovery Plan



\_\_\_\_\_ FIRE,  
CONEJOS COUNTY  
\_\_\_\_\_, 2018

## Table of Contents

Recovery Terms (1 -5) .....	2
Purpose .....	3
Key Considerations & Assumptions, Whole Community Concept of Recovery .....	3
The Phases of Recovery, Recovery Function of the EOC and transition to Recovery Coordination Group (RCG) .....	4
Recovery Coordinator, Recovery Coordination Group (RCG) .....	5
Recovery Support Functions .....	6
Community Planning RSF .....	7
Outcomes – RSF, Economic Recovery RSF .....	8
Lead & Supporting Agencies, Considerations/Assumptions (C/A) .....	9
Economic Recovery RSF Outcomes, Public Health RSF .....	10
Public Health RSF Considerations/Assumption.....	11
Facility management, Lead Agency, Considerations/Assumptions .....	12
Public Health RSF Outcomes .....	14
Infrastructure RSF, Lead & Supporting Agencies, Infrastructure RSF Units, C/A. ....	15
Debris Management, C/A .....	17
Infrastructure RSF Outcomes .....	18
Housing & Human Services RSF, Lead & Supporting Agencies, Recovery Support Function Units .....	19
Housing C/A .....	20
Long-Term Recovery Committee, -----	21
Long-Term C/A, Volunteer Coordination & Donation Management .....	22
Housing & Human Services RSF Outcomes, Public Information & Community Engagement RSF .....	24
Lead & Support Agencies, Recovery Support Function Units, C/A .....	25
Spokespeople, PIOs, Content .....	26
Public Information RSF Outcomes .....	28

Appendix A - Rapid Tag Re-Entry Information-----	30
Appendix B -Waste Disposal Information -----	33
Wildfire Recovery & Cleanup Guidance -----	34
FEMA - Engaging Faith-based and Community Organizations -----	41

## Definitions

1. **Incident Stabilization** refers to the time of the incident where life and safety issues are being addressed, and incident management is established.
2. **Transition** is when the EOC begins to focus on recovery.
3. **Short-term recovery** During these early days following the incident, limiting and reducing unmet needs are the primary goals.
4. **Intermediate recovery** refers to the weeks and months after the incident.
5. **Long-term recovery** refers to the months and years after the incident.

## **Purpose**

The key goals of this plan are to

- Protect life, property, and the environment to the greatest extent possible
- Shorten the recovery timeline as much as possible
- Restore the impacted area to pre-disaster conditions/capabilities (or better) if possible and a state of normalcy, often called a “new normal.”

The Conejos County Recovery Plan, outlines specific functions, defines partners, and identifies considerations for each of the following phases:

## **Key Considerations and Assumptions in Recovery Planning**

After a disaster, some of the key considerations are:

- Any influx of volunteers and disaster workers will require housing, food, medical care, and other necessities. Conejos 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 operations.
- Critical infrastructure may 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.
- Access and re-entry 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 psychological and social impacts on the affected population as well as those involved in long-term recovery, so behavioral health concerns should be addressed in all phases.

## **Whole Community Concept 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.”<sup>1</sup>

By incorporating the Whole Community concept into the recovery process, communities in Conejos 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 Phases of Recovery

- **Incident Stabilization** refers to the time of the incident where life and safety issues are being addressed, and incident management is established. There is a sense of organization, and the immediate threat has passed. Immediate recovery needs are identified while active response to the incident is still taking place.
- **Transition** is when the EOC begins to focus on recovery. This phase of recovery begins to address unmet needs, is interfacing with County Assessor / Red Cross Windshield assessment teams, The State Recovery Coordinator, Rapid Needs Assessment, State Initial Damage Assessment and Federal Preliminary Damage Assessment requirements. Operationally, health and safety, community engagement, public information and critical infrastructure repair will be the priorities.
- **Short-term recovery.** The size and scope of the recovery system that will be needed is identified. During these early days following the incident, limiting and reducing unmet needs are the primary goals. This phase of recovery addresses immediate health and safety needs beyond rescue (mass care), assessment of the scope of damage, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources including restarting and/or restoring essential services for recovery decision-making.
- **Intermediate recovery** refers to the weeks and months after the incident. This phase of recovery 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** refers to the months and years after the incident. This phase of recovery 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.

### Recovery Function in the EOC and transition to Recovery Coordination Group (RCG)

During a disaster the EOC generally will be established. The primary function of the EOC is to provide support and coordination. When the EOC activates, it includes the following recovery responsibilities:

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

- Coordinate damage assessment teams
- Collect damage assessment information
- Identify recovery point of contact
- Define unmet needs and coordinate with appropriate departments and agencies
- Assist the OEM Director with disaster declaration processes
- Establish a link with the State Recovery Coordinator
- Collect policy issues and prepare reports
- Coordinate with ICS planning section to build recovery goals into operational plans
- Coordinate recovery messaging
- Interface Emergency Support Functions (ESFs) with Recovery Support Functions (RSFs) to develop concepts of recovery
- Develop a transition plan for moving from EOC to RCG
- Participate in the transition process with the EOC manager to move the EOC and demobilize into a RCG
- Recovery phases 1- stabilization and phase 2- transition are managed in the EOC

Disaster recovery response begins at the same time as operational response. When the Emergency Operations Center is activated, the recovery functions should also be activated. The recovery response will transition during a disaster and has two phases of existence:

(1) Emergency Operations Center – EOC

(2) Recovery Coordination Group- RCG

During the transition phase, Recovery in the EOC transfers all communication plans, damage assessment information, disaster declaration information, and recovery operational plans to the Recovery Coordinator.

### **The Recovery Coordinator**

The Recovery Coordinator notifies all required Recovery Support Functions (RSF) that their recovery function is needed. The EOC Manager and Recovery Coordinator develop and agree on a transition plan for when the EOC is demobilized, and the Recovery Coordination Group is fully responsible for ongoing recovery. The Recovery Coordinator will work on developing the Recovery Coordination Group (RCG), and an RCG implementation plan will be submitted to the Conejos County Commissioners.

Once the RCG implementation plan is completed the Recovery Coordinator is responsible for notifying and communicating situational awareness, meeting information, recovery information based on need and in-briefing all RCG participants at the first meeting.

## **Recovery Coordination Group**

As the recovery process moves into short-term, Intermediate, and long-term recovery, the management structure moves out of the EOC into a Recovery Coordination Group. The RCG is assembled based on the recovery plan and the coordination function is transferred from the EOC to the RCG. Operational execution is managed at the department level with frequent reports to the RCG for policy and strategy development. The RCG is coordinated through the Conejos County Board of County Commissioners' Office and the Recovery Coordinator (County Administrative Officer). The Recovery Coordinator will:

- Determine RCG structure and develop RCG coordination plan
- Set meeting dates, times and locations
- Record meeting minutes and prepare RCG reports
- Coordinate RCG and Policy Group decisions to departments for execution and follow-up
- Constantly conduct capability assessments and gap analysis
- Coordinate with State Recovery Coordinator
- Provide updates on Federal Stafford Act declaration process
- Act as point-of contact and coordinate with local Long-Term Recovery or Unmet Needs Group
- Coordinate recovery activities and prepare an event specific recovery plan
- Coordinate recovery demobilization plan

Many agencies and partners will be involved in a whole community recovery effort. The elements that need to be considered and included in Recovery may include:

- Disaster Assistance Centers
- Recovery Coordination Group
- Recovery Support Functions
- Community Structures-neighborhood groups and service groups
- Non-Governmental Groups and Faith Based Organizations
- Economic Systems-Chamber of Commerce, Business and Banking institutions
- Private Industry
- First Responder Agencies
  - Law Enforcement: Re-entry, Access, LE activities
  - Ongoing Fire Suppression, Fire Recovery and Mitigation
- Animal Care and Control Agencies

## **Recovery Support Functions**

Conejos County identified the following six Recovery Support Functions, which help guide the recovery process:

**Recovery Support Functions and Elements of the Conejos County Recovery Plan**

Community Planning	Infrastructure	Housing and Human Services
Economic Recovery	Public Health	Community Engagement

For each Recovery Support Function (Economic Recovery Support Function has been removed from the \_\_\_\_\_ Fire, the entire plan is about Economic Recovery and supported by the other five support functions , the recovery plan lays out the recovery work units of each recovery support function and defines their scope, roles and responsibilities. The plan also includes key assumptions and considerations that must be addressed in the short-, intermediate-, and long-term for successful recovery. The expectation is that agencies and organizations will use this recovery plan to guide the development of recovery plans for their areas of responsibility.

**Community Planning RSF**

The Community Planning function will establish a Recovery Coordination Group, including policy group stakeholders and recovery support function leaders to begin the process of determining priorities and coordinating recovery efforts. Any decisions regarding the recovery efforts and priorities of Conejos County should be built on consensus from all involved.

The Community Planning RSF is concerned with developing the overall recovery scope and establishing prioritization for recovery. Prioritization is broadly defined as the decisions and actions associated with identifying the key priorities for remediation and restoration of the affected area. Input from subject matter experts should help guide prioritization policy decisions.

Prioritization relies in large part on information gathered during the damage assessment process and evaluation of the situation. Therefore, the Community Planning RSF will coordinate immediate and longer-term damage assessment activities, and will share information at the local, state and federal levels (through Rapid Needs Assessment, Initial Damage Assessment (State) and Preliminary Damage Assessment (Federal) processes).

The Community Planning RSF is also responsible for Inspections, Permits, Zoning, Code Enforcement and Floodplain Management.

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. Prioritization should be completed using a similar technique as emergency triage: the focus should be on doing the greatest good for the greatest number of people. Decisions should be as inclusive and transparent as possible. Initial priorities to focus on may include the following:

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

- Life safety
- Property protection
- Critical infrastructure
- Social needs
- Economic needs
- Environmental impacts

Prioritization should be responsive to changes in government leadership, structure, and priorities.

The Community Planning RSF also serves as a forum for helping to integrate the nongovernmental and private sector concerns and resources into public sector recovery planning processes by working with the Local Long-Term Recovery Committee and other private, non-profit, faith-based and community-based organizations active in disaster.

Federal or state government agencies may want to set priorities for work supported by their resources, and these priorities need to be coordinated with local priorities. Liaison with local emergency operations centers, coordination groups, and Incident Command will ensure priorities are consistent and in the best interests of the community.

The Community Planning RSF will continue to evaluate critical infrastructure, including critical facilities, and restoration of utilities, hospitals, care facilities, and schools throughout recovery. Certain critical industries will have their own continuity plans, but the ability to follow those plans may depend on local resources.

The Community Planning RSF will identify, evaluate and coordinate mitigation opportunities throughout the recovery effort.

The Community Planning RSF will document lessons learned from the recovery effort, so that they can be shared with others, and improvements can be made.

#### **Outcomes for the Community Planning RSF**

- Enhanced interagency coordination of resources and community recovery planning.
- Increased community self-reliance and resilience.
- Hazard mitigation and risk reduction opportunities have been integrated into all decisions during the recovery process.
- The recovery timeline is shortened through more effective decision-making and coordination with all stakeholders.

#### **Economic Recovery RSF**

The Economic Recovery RSF's mission is to help local government and the private sector sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after a disaster.

Economic redevelopment efforts will occur throughout recovery with changes in policy to support the objectives of each phase. The speed of recovery is an important aspect that affects the rate of businesses and population returning to Conejos County. There must be a sense of urgency surrounding recovery, with immediate strategies developed to retain businesses.

The core recovery capability for economic recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. Economic recovery is a critical and integral part of recovery. Disasters not only damage property, but also entire markets for goods and services. The speed and effectiveness of returning a community to self-sufficiency and vitality depend upon quickly adapting to changed market conditions, reopening businesses and/or establishing new businesses. Businesses employ workers, provide for community needs and services and generate revenue once again, allowing the community, both its members and government, to provide for itself.

**Lead and Supporting Agencies:** At the local level, Elected Officials, Administration and Finance departments are the lead agencies. Local offices of economic development, planning departments, and chambers of commerce should also be involved.

**Considerations/Assumptions:**

- Businesses that plan for disruption are less likely to go out of business after a disaster than those that do not. These COOP plans should be activated on the first signs of disruption.
- Locally identified critical economic infrastructure should be determined. Roads, telecommunications, schools, housing, healthcare, fuel, public transportation, and other infrastructure that supports employees' needs are all key enabling assets for businesses. Economic recovery should be a key factor when considering priorities for cleanup of critical infrastructure.
- Critical businesses should be identified in advance of a significant incident by county elected officials and administrators (i.e., economic development director). Criteria such as number of employees, location of the business, and prioritization factors (small and large employers) should be established.
- In some cases, facilities may be reoccupied in days, weeks or months. Incentives might be prepared immediately for these cases. In other cases, it may be years before reoccupation can occur, and preparation for new incentives to bring in new businesses during long-term recovery will be important. The development of tactics to provide financial incentives may be considered to increase the availability of credit and capital to recovering businesses.
- Government agencies should work closely with the private sector during all phases, including providing information on plans, getting feedback, and involving the private sector in decision processes. A business resource center may be established with a liaison to the Recovery Coordination Group.
- Insurance representatives should be involved in the transition to recovery immediately.

- Reoccupation offers a distinct opportunity to repurpose and rezone areas to improve their resiliency to natural, accidental, and intentional disasters and to promote recovery objectives.
- The maximum use of local workforce and resources should be encouraged to return to the area and discourage relocation to enhance local economic recovery.
- Policy to develop incentives in the form of property tax credits, infrastructure improvements, wage subsidies (federal), and extended unemployment benefits may be developed.
- Incentives to promote tourism, trade, and hosting of business and government meetings may help promote an image of a healthy, functioning area and bring needed outside money into Conejos County.

#### **Economic Recovery RSF Outcomes**

- Workforce development initiatives are in place; jobs are created and retained.
- Entrepreneurial and business development initiatives are in place.
- Community-side economic development plans are developed with broad input and consideration for regional recovery and resiliency.
- Strategies for quickly adapting to changed market conditions, reopening businesses and/or establishing new businesses are in place.
- Business initiatives to employ workers and generate revenue are in place.

#### **Public Health RSF**

The core recovery capability for public health is the ability to restore and improve health networks to promote the resilience, health, independence and wellbeing of the whole community. For the purposes of this RSF, the use of the term health will refer to and include public health, behavioral health and medical services.

Public health and medical services is broadly defined as life-sustaining, safety, and health activities related to the incident. Initial recovery efforts will include several key activities for this RSF:

- Communicate community public health and risk information to a variety of audiences
- Conduct disease surveillance and environmental monitoring, and determine the source of the disease or environmental contaminant
- Assess environmental health threats and ensure the safety of air, water, and food
- Identify population(s) at risk, including workforces and responders, and protect both their physical and behavioral health to the greatest extent possible
- Assess the need for and coordinate the provision of behavioral health support to the community
- Assess the extent of residual contamination and assist or provide technical assistance in response, restoration, and recovery

- Facilitate and coordinate the procurement and distribution of medicine and medical resources
- Support the surge capabilities of health care organizations
- Support the restoration of critical medical infrastructure including facilities, distribution, and supply chains
- Recover and maintain the production and dissemination of vital records.

Public health and medical services will be active through all phases of recovery, although the scope and emphasis may change according to the characteristics of each phase.

Risk communication will be a major component of public health and medical services activities. Actionable guidance for all recipients of the information—health care providers, the emergency response community, and the public, should be provided (see Public Information and Messaging RSF for details).

**Lead and Supporting Agencies:** At the local level, local public health departments will lead. The Public Health Recovery Function is responsible for environmental health, community health, coordinating the Hospital and Medical Response agencies, the Coroner’s Office and Medical Reserve Corps or medical volunteer agencies, as applicable.

The public health department supports other RSFs with debris and environmental health issues. The Public Health Department operates within a supportive role, except in Public Health emergencies. In matters related to hazardous materials, ground contamination or health and safety of the public the Health Department has jurisdiction for approval of plans, establishing clean- up standards, and filing for financial assistance.

The Public Health Department works within the SLV regional Healthcare Coalition to coordinate with other healthcare agencies and organizations.

The Coroner’s Office and Public Health also have the assignment of developing, implementing and managing a mass fatality plan.

**Considerations/Assumptions:**

- A disaster declaration would be in place to allow for the release and use of critical resources, to implement altered standards of care, and to provide a waiver for liability-related challenges.
- Sanitation, food and drinking water safety, and vector control issues will be ongoing and may increase in priority during this phase of recovery. Vector issues relative to standing water, food disposal, and other incidents related to outbreaks will be addressed, as necessary, through public messaging.
- Messaging on indoor environment hazards including carbon monoxide, mold, hazard safety, and household chemical hazards will be ongoing and adjusted as necessary.
- Water quality information will be provided as water services are restored and/or boil water orders or water supplies are continued.

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

- Just-in-time training may be necessary to address personnel shortages and should be developed, along with job action sheets, in advance to facilitate backfill across public, environmental, mental, and medical health roles.
- Coordination with the shelters to help with shelter residents' medical needs may be important.
- Vital records managers will need to coordinate with coroners and medical examiners to manage fatalities caused by the incident.
- The morbidity and mortality rates associated with the incident may be significant.
- Palliative care may be established based on the needs of the incident.
- Altered standards of care established during the response phase may extend into the recovery phase.
- Mental health/behavioral health support will be required for the responders and the community and may be one of the longest-lasting functions of the incident.
- Family members of those in the affected area may also require behavioral health support.
- It may be necessary to provide or assist in providing vaccinations for responders involved in the recovery effort.
- Coordination with public works, waste haulers, and regulatory agencies will be actively underway to support debris removal activities. Public and environmental health will need to monitor and provide technical support for debris removal activities, debris management site activities, and debris recycling/disposal activities.
- Cleanup levels as well as the agency with the authority to determine and certify them will need to be identified.

### ***Fatality Management***

Fatality management encompasses investigation, and identification, transport and storage, notification, and processing/final disposition (burial and cremation) of human remains.

**Lead Agency:** Coroners and medical examiners from the local jurisdiction will have the lead. The State Department of Public Health and Environment will have a supporting role in a mass fatality response. Engagement of the U.S. State Department will be necessary to help with deaths of foreigners.

### **Considerations/Assumptions:**

- Fatality management needs to begin as soon as possible during any emergency involving fatalities.

- Conejos County's Fatality Management Plan would be enacted.
- Any large-scale incident that results in mass fatalities will overwhelm local capabilities. Infrastructure, facilities, and personnel (medical examiners/coroners) identified in plans may not be available because of the extent of the disaster. The Disaster Mortuary Operational Response Team (DMORT) is the only federal response organization prepared to handle large numbers of fatalities.
- The agency responsible for vital records is critical to effective fatality management.
- Planning needs to begin immediately to address the overwhelming number of people (family members, friends, and media) seeking information about missing loved ones who may be victims of the disaster. Family assistance services are a key component of mass fatality management.
- Early in emergency response, local jurisdictions will often have to depend on local agencies and organizations, such as the Colorado Human Remains Extraction and Recovery Team (CO-HEART), to support recovery efforts. State and federal support systems (DMORT) may take 24 to 48 hours to respond and establish operations.
- Morgue capacity in most hospitals may not be adequate for this task. Several solutions including mutual aid agreements with nearby counties, refrigerated trailers or buildings, free-span structures, or temporary centralized morgue facilities may need to be considered early in the emergency response phase.
- Capacity issues will be impacted by a decision about the extent each of the remains will be examined (autopsied/confirmatory testing for cause of death) and how deaths will be legally certified. Per Colorado State Statute, the coroner/medical examiner's office is responsible for deciding when an autopsy is performed and has jurisdiction over deaths for identification and certification. Public officials may be able to waive certain laws for certification of death and issuance of death certificates, depending on the incident.
- Law enforcement agencies having jurisdiction will decide when the area is no longer a crime scene.
- Religious and cultural considerations should be made when establishing policy with regard to mass fatalities. Timelines associated with different cultures and religions for disposition of human remains should be considered. These preferences will be impacted by policy decisions about priorities.
- Some people may wish to bury their loved ones, or spread their ashes, in a traditional area that is impacted. Agencies will need to work with public officials to determine protocols to either support or deny such requests.
- Coordination with DoD for disposition of military personnel will be necessary and important.

- Non-disaster-related deaths will continue to occur. Tactics to maintain normal operations will be developed.
- Personnel health and well-being will remain important, especially in this phase where stress, fatigue, and emotions are high. Personnel working in the area of fatality management will be affected by stress, especially with long-term exposure to mass fatalities. Acute traumatic stress may increase and result in psychosocial issues and disorders. Communication and interventions should focus on
  - Recognition of signs of normal stress reactions
  - Suggestions for coping with acute and chronic stress as well as long-term behavioral health
  - Resources available for support and well-being.
- Support may be needed for final disposition, including financial, social, and health issues.
- The coroner/medical examiner's office will make final disposition decisions on remains that have no next of kin.
- Autopsy reports are public records and can therefore be released to the public as requested and through proper channels. It will need to be determined how the surge of requests will be handled.
- General statistics and information regarding fatality management operation will likely be made available through a final report on the incident. Capturing lessons learned and updating policies, plans, and procedures will be essential to ensure effective response and recovery in future incidents.

#### **Public Health RSF Outcomes**

- Restore the capacity and resilience of essential health services to meet ongoing and emergency post-disaster community needs.
- Encourage behavioral health systems to meet the behavioral health needs of affected individuals, response and recovery workers, and the community.
- Promote self-sufficiency and continuity of the health and well-being of affected individuals; particularly the needs of children, seniors, people with disabilities who may have additional functional needs, people from diverse backgrounds, people with limited English proficiency, and underserved populations.
- Assist in the continuity of essential health services in schools.
- Reconnect displaced populations with essential health services.
- Protect the health of the population and response and recovery workers from the longer-term effects of a post-disaster environment.
- Promote clear communications and public health messaging to provide accurate, appropriate and accessible information; ensure information is developed and disseminated in multiple mediums, multi-lingual formats, alternative formats, and is appropriate and user-friendly for people with disabilities and those with access and/or functional needs.

## **Infrastructure RSF**

The core recovery capability for infrastructure systems is the ability to efficiently restore the infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards. The Infrastructure Systems RSF promotes a holistic approach to disaster recovery coordination, support, planning and implementation for infrastructure systems that serve the community.

The Infrastructure Systems RSF is responsible for coordination, operational, and engineering activities related to the following infrastructure sectors: energy, water systems, communications and information technology systems, transportation systems, government facilities, schools, utilities, sanitation, engineering, flood control and other systems that directly support the physical infrastructure of communities; as well as physical facilities that support essential services, such as public safety, emergency services and public recreation. The disruption of infrastructure systems can have significant impacts on businesses and government functions, causing cascading effects far beyond the specific system itself.

Specific sites and facilities should be identified before an incident to ensure disruption of services is minimized and to allow for pre-identification of backup resources.

**Lead and Supporting Agencies:** At the local level, the lead and supporting agencies will depend on the jurisdiction's structure and may include transportation, road and bridge departments, public works, and buildings and grounds or facilities departments, with private sector involvement. At the State level, the lead agency will be the Colorado Department of Transportation.

The Infrastructure RSF is also responsible for debris management and will coordinate closely with environmental health and other agencies to coordinate this effort. Staging and disposing of various types of debris including vegetative debris, construction and demolition waste, hazardous waste, white goods, vehicles and vessels, garbage, animal carcasses, and infectious wastes. Chemical, biological, and radiological debris should also be addressed in a separate Debris Removal Annex.

**Infrastructure RSF Units:** Transportation, Utilities, Facilities, Schools, Information Technology, Debris Management

### **Considerations/Assumptions:**

- Existing debris management plans should have criteria for identifying debris sites depending on the type of debris generated from disasters.
- Because the classification for contaminated waste is not clear, treatment and disposal methods may be uncertain. Regulatory and disposal officials will be consulted before final decisions on disposal are made.
- Pre-approved contracts could be put in place for qualified contractor and restoration firms.

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

- The incident may result in significant disruptions to the area's critical infrastructure, such as energy, transportation, water systems, public health, and medical systems.
- Initial activities may include conducting an impact assessment to determine the extent of damages and complete emergency repairs. Damaged or destroyed critical infrastructure should be identified and prioritized.
- Identification of temporary alternatives to using damaged property and infrastructure will need to be a priority.
- Damaged roads must be restored to maintain supply lines as well as to provide access for emergency workers.
- Assisting owners of critical infrastructure with identifying backup solutions, such as generators for loss of electricity and potable water may be necessary.
- A cost/benefit analysis associated with various forms of disposition (restoration versus demolition) can help with the decision-making process.
- The level of building and property inspection required for certification of re-occupancy should be clarified in advance.
  - Specialized training may be required to rapidly increase the number of inspectors who can certify properties for re-occupancy.
  - Certifying buildings for re-occupancy may be considered a liability issue for those responsible.
- Restaurants and grocery stores will be inspected and reopened as expeditiously as possible to provide basic human needs and to restore economic vitality.
- Continued assessment of infrastructure systems will be needed to determine ongoing needs. Assessments of general infrastructure pertaining to transportation and schools will be needed to ensure citizens are able to return to the area. Secondary impacts such as a decrease in structural integrity will also need to be assessed.
- Procedures (developed during short-term recovery) that identify the level of inspection required before a building is certified for re-occupancy can be obtained from building, zoning, or fire officials.
- Legal authorities need to be defined as they relate to access and acquisition of private property, particularly for facilities that owners have surrendered, failed to claim, or failed to maintain and restore.
- A redevelopment planning study may be conducted with land-use reviews.

- Identification of mitigation measures to prevent similar future problems will be important.
- Lessons learned from the incident should be documented, shared, and publicized to educate stakeholders.

### ***Debris Management***

Debris management is associated with clearing debris and contaminated waste and consists of staging, segregating, reducing, composting, recycling, and proper disposal. Disasters often create large amounts of waste that must be managed as part of both immediate response and long-term recovery processes. Only a few state and local agencies have debris management plans, and these plans do not necessarily address all types of debris, environmental laws, and legal and/or monitoring responsibilities.

### **Considerations/Assumptions:**

- There may be shortages of facilities, equipment, and techniques to test and clear affected debris areas.
- There may be shortages of trained debris management personnel [including those with appropriate personnel protective equipment (PPE)] to characterize, treat, and dispose of waste properly. This, however, does not lessen any agencies' or jurisdictions' obligations to comply with federal, state, or local governments' environmental laws, statutes, regulations, or ordinances. Regulatory and disposal experts should be consulted when considering waiving any environmental laws.
- Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local waste haulers and treatment centers to handle contaminated waste.
- There may be a lag between cleanup and waste disposal readiness while personnel are trained and outfitted for everything from transportation to final disposition of the contaminated waste.
- The disposition of waste that falls outside of classification will need to be determined.
- Debris will need to be sorted and may need to be segregated.
- Key questions of effectiveness will need to be addressed:
  - How to determine if an area is clean; which agency and level will make that decision
  - Possible collection and staging options (curbside collection, collection sites, sorting or not sorting, etc.)
- Transportation methods, special requirements, and contracts will need to be evaluated, including hauling routes and staging areas.
- Regulations need to be followed when transporting waste across jurisdictions. The specific regulation will depend on the type of waste, amount, and transportation route.

- The public may need to be informed of areas through which waste is transported.
- The decontamination of debris at the incident site before disposal will need to be considered.
- Determination for treating waste streams in place will be based on the cost, effectiveness, and public health requirements.
- Various disposal options may be considered, including the use of landfills, incinerators, and autoclaves.
- Gaining public acceptance for issues including nearby waste disposal may be challenging.
- Waste should be managed in a cost-effective and appropriate manner and efforts made to dispose of materials in a responsible way (i.e., recycling and composting materials) when possible.
- As residents and business owners return to their property, increased amounts of normal waste may be generated. Waste may also increase as those returning renovate and re-establish a home environment. This phase may begin while cleanup activities are ongoing in other areas.
- A mechanism will be needed to verify contractors are qualified and comply with the debris management processes.
- Appropriate transportation methods need to be identified, including those for loading, routing, and unloading.
- Final disposal sites should be designated by waste type.
- Cleanup and long-term environmental monitoring may be needed at temporary waste treatment and storage sites in areas that have been reoccupied.
- Workers may need long-term monitoring to track any medical complications associated with their employment.

**Infrastructure RSF Outcomes:**

- Resilience, sustainability and mitigation are incorporated as part of the design for infrastructure systems and as part of the community's capital planning process.
- Infrastructure systems are fully recovered in a timely and efficient manner to minimize the impact of service disruptions. The private sector critical infrastructure has incentive and the means to support a unified community recovery effort.

- The capacity of all infrastructure systems is adequately matched to the community's current and projected demand on its built and virtual environment.

### **Housing and Human Services RSF**

The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. It is challenging because many years housing repair, rehabilitation, reconstruction and new construction often need to occur at an accelerated pace as a result of a disaster. These conditions create design, construction, labor, materials, logistics, inspection and financing issues.

The Housing RSF, through its member departments and agencies, works toward addressing disaster housing issues pre-disaster, focusing on solutions that are implementable, sustainable and resilient. The Housing RSF coordinates and effectively integrates available housing-related resources, addresses conflicting policy and program issues and identifies gaps in service and assistance delivery, both locally and through assistance from State and Federal programs.

Post-disaster housing is broadly defined as the providing housing assistance to individuals after a catastrophic incident. The nature of the support will depend on whether insurance covers losses caused by the incident. Post-disaster housing needs may be significant for both the interim and the long term.

The core recovery capability for human services is the ability to restore and improve social services networks to promote the resilience, independence and wellbeing of the whole community.

A successful recovery plan adequately addresses the unmet needs of individuals and families as they recover from disaster. The Human Services RSF attempts to meet individual and family needs through governmental assistance, and available emergency assistance from voluntary agencies. Included within this RSF are the subcategories of Long-Term Recovery Committee (LTRC), Volunteer Coordination, and Donations Management.



The Housing and Human Services functions are combined into one RSF because the unmet needs of individuals affected by disaster often fall into many categories, and there is a need for one agency to effectively direct case

management. Usually, the local Human Services department will have this responsibility.

**Lead and Supporting Agencies:** At the local level, Public Housing Authorities, human/community services, and volunteer organizations will be involved. At the state level, the Department of Local Affairs, Division of Housing; Housing Finance Authority; and Department of Human Services will be involved.

**Recovery Support Function Units:** Housing, Mass Feeding, Human Services, Long-Term Recovery Committee, Volunteers, Donations

***Housing***

**Considerations/Assumptions:**

- A wide range of people may be in need of support, including displaced residents, seasonal workers, people who are homeless or destitute, disaster workers, and volunteers.
- A significant population may remain in the impacted area, unable to self-evacuate because of access and functional needs, lack of financial resources, language barriers, or limited access to transportation.
- FEMA, Housing and Urban Development, and other federal resources may be available if a federal disaster is declared.
- Long-term temporary housing solutions may be required for several years following the disaster.
- Housing assistance will depend on meeting income eligibility requirements, meaning some displaced residents may not receive needed assistance.
- All potential housing solutions should be considered, including innovative and non-traditional sources such as college dorms and trailers, keeping in mind local zoning and this RSF policies.
- Every effort should be made to keep families, friends, and communities together to help strengthen the resilience of individuals and groups and reduce the long-term psychosocial consequences.
- In a regional disaster, multiple jurisdictions may compete for limited housing resources.
- Emergency shelters should only be used for a short time.
- The eventual demobilization of post-disaster housing and emergency shelters should be considered in planning.
- Temporary housing decisions should consider proximity to family, schools, transportation, and employment.
- A strategy for reoccupation of the affected area should be communicated to the affected population to help with implementation.
- A Disaster Assistance Center will be opened to enable individuals to meet with insurance agents, local government officials and voluntary organizations active in disaster (VOADs) to discuss options for rebuilding or relocation.

- Permanent relocation outside the area may be discouraged, to help with the economic recovery of the community.
- The local Chapter of International Code Council can assist in finding building officials and permit technicians to supplement local building inspectors.
- Housing inspection (for building and safety codes) before occupancy should be considered along with the possibility of waiving or altering the inspection requirement. The funding stream dictates whether inspections are necessary for building permits. If state rental assistance is provided, an inspection will be required.
- Rules for site acceptance and the authority for inspections will need to be determined. Normal standards and codes may need to be adjusted to accommodate resource constraints. Building codes may need to be adjusted.
- Coordination between jurisdictions could help prevent competition.
- Partnering with the private sector, including developers and building owners, may be an effective strategy in securing housing options.
- Available housing resources may be insufficient to care for everyone affected by the disaster. Upon a federal declaration of disaster, FEMA's Housing RSF will prioritize assistance for those eligible populations that have the fewest means to return to self-sufficiency.
- Local and state governments must be prepared to develop housing strategies after federal government rental assistance ends. Once post-disaster housing operations end or funding is cut off, some individuals may be rendered homeless. The Long-Term Recovery Committee (see Unmet Needs RSF) will assist in identifying these vulnerable populations.
- Competition for a limited supply of housing may be ongoing between displaced residents and disaster workers.
- The determination should be made whether people displaced by the incident will be prioritized or given incentives to return to the area
- The primary responsibility for permanent housing falls on individual homeowners, property owners, and private entities such as insurance companies. The Long-Term Recovery Committee (if it is formed) should address the unmet needs of survivors as they relate to housing issues
- U.S. Small Business Administration can make federally subsidized loans to homeowners and renters to repair or replace homes

#### ***Long-Term Recovery Committee***

Recovery from a disaster is a process that can take years for some survivors. As they begin to rebuild their lives, they may confront disaster-related needs that remain after personal and government-related

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

resources have been exhausted. In these cases, the community itself may be best equipped to assist through the formation of a LTRC. LTRCs often include a combination of government agencies, nonprofit and faith-based partners, businesses, and community-based organizations and serve as a clearinghouse for matching individual or family needs with available local resources.

**Considerations/Assumptions:**

- The need for a Disaster Assistance Center should be evaluated to provide a one-stop hub for governmental and nonprofit assistance and information.
- Case management may be assigned to the LTRC to ensure that affected individuals and family's needs are reviewed.
- A resource such as Coordinated Assistance Network (CAN) allows for the sharing of information about cases, enabling the best use of community resources, and helps to prevent duplication of services. However, this system is typically used by the agencies providing support, and is not always known by local government social/human services providers.
- A variety of factors including age, disability, language barriers, lack of personal documentation, distance from the Disaster Assistance Center, and unfamiliarity with the disaster relief system can limit some survivors' access to assistance. Public information delivered in a method appropriate to the various needs of survivors will be critical.
- Typical areas of enduring need after a disaster may include the following:
  - Long-term mental and behavioral health concerns related to the traumatic incidents of the disaster
  - Transportation issues
  - Temporary short-term and long-term housing
  - Comprehensive case management
  - Children's stability within schools and child care settings
  - Home repairs or insurance deductibles
  - Loss of employment or business
  - Legal issues

***Volunteer Coordination and Donation Management***

**Volunteer Coordination** is defined as the process of matching unaffiliated spontaneous volunteers with VOAD member agencies or credible voluntary organizations so they can support relief and recovery activities. Spontaneous unaffiliated volunteers are people who show up to volunteer but are not associated with any major volunteer organization.

**Donation Management** involves a process for effectively matching unsolicited undesignated in-kind donations with credible voluntary organizations. Agencies should encourage individuals to contribute donations to a VOAD member agency or other credible organization. Donations in the form of financial contributions should be encouraged whenever possible.

**Considerations/Assumptions:**

- Volunteer Reception Centers (VRCs) would have typically been established in the response phase.
- Volunteers often show up before access control is established and VRCs are operational.
- Donations management facilities and processes may have been established, although current best practices are not to accept hard goods donations, unless specific needs have been determined.
- Despite public messaging on appropriate donations, volunteers and donated goods have begun showing up at fire stations, churches, and government facilities.
- Careful donations management and volunteer management planning and strategies will reduce problems associated with unsolicited donations and spontaneous unaffiliated volunteers.
- Volunteers may need credentials to enter and exit the impacted area and may also need “Volunteer ID cards” from their respective affiliated organization.
- It is recommended that the public be provided with a single URL ([www.HelpColoradoNow.org](http://www.HelpColoradoNow.org) or other site) for information on how to help in a disaster. ([www.slvemergency.org](http://www.slvemergency.org))
- Offers from the public and private sector are important resources in the recovery efforts and must be effectively coordinated.
- If not effectively managed, undesigned in-kind donations can prove detrimental to relief efforts. Unplanned deliveries of donated goods to a disaster site can jam distribution channels, overwhelm government and voluntary agencies, and interfere with the recovery efforts.
- Legal requirements for volunteers will need to be identified.
- Unsuitable and unneeded donations must be disposed of properly. Where possible, unusable items will be recycled, distributed to non-profit organizations, and/or donated to disaster areas in other states (with the approval of the DCT). Unsolicited, undesigned donations that are unsuitable for use by any organization involved in relief efforts will not be accepted.
- Public messaging will emphasize that financial contributions are the best way to assist in disaster recovery. The public will be encouraged to give a financial contribution to the charity of their choice. Undesignated financial contributions will be directed to an online list of agencies with disaster relief programs in Colorado.
- When an LTRC is formed with a system to manage financial contributions to address outstanding needs, the public will also have the option to contribute to a fund managed by the LTRC. A member of COVOAD may be identified to serve as the fiscal agent for funds directed to a LTRC.

An alternative option would be to have funds deposited directly into a bank account earmarked for the LTRC.

- As recovery moves into the long-term phase, affiliated organizations will transition more functions to local volunteer organizations.
- Reimbursements (from federal and state) will be contingent on sound documentation and record keeping, consistent with State and Federal reimbursement processes.
- Agencies that receive donated resources should document donor names and addresses, specific items donated, how they were used, and final disposition. Organizations accepting donations of cash and/or goods will follow applicable internal audit policies and procedures.
- Affiliated organizations will be responsible for long-term monitoring of their volunteers.

#### **Housing and Human Services RSF Outcomes:**

- Restore the capacity and resilience of essential human and social services to meet ongoing and emergency post-disaster community needs.
- Promote self-sufficiency and continuity of the well-being of affected individuals; particularly the needs of children, seniors, people with disabilities who may have additional functional needs, people from diverse backgrounds, people with limited English proficiency, and underserved populations.
- Assist in the continuity of essential human and social services in schools.
- Reconnect displaced populations with essential social services.
- Promote clear communications and public messaging about human and social services assistance to provide accurate, appropriate and accessible information; ensure information is developed and disseminated in multiple mediums, multi-lingual formats, alternative formats, is age-appropriate and user-friendly and is accessible to underserved populations.
- Departments and agencies with expertise in housing solutions work through this RSF so that:
  - Housing resources that address local needs are coordinated.
  - Planning for current and post-disaster requirements are integrated at the local and state level into the organizations that perform land use, community planning and building code administration.
  - Research results related to disaster recovery housing are shared.
  - Timely construction of housing that complies with local, State and national model building codes, including accessibility standards, is facilitated.
  - Housing that considers mitigation options and sustainability is explored.

#### **Public Information and Community Engagement RSF**

A catastrophic incident will require extensive coordination of information to minimize miscommunication (which could seriously impact recovery time), both with the public and between

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

involved agencies (interagency). Additionally, effective risk communication to the public will be vital to successful recovery. Public messaging should be coordinated as the recovery effort transitions from phase to phase, from crisis communications to community relations.

**Lead and Support Agencies:** At the local level, the lead will likely depend on the type of incident but could include the public information officers (PIOs) through the elected officials' office, first responder agencies or the public health department. At the state level, the lead will also depend on the type of incident but may come through Colorado DHSEM, Colorado DPHE, or the governor's office.

**Recovery Support Function Units:** Community Messaging, Community Meetings, Advocacy

**Considerations/Assumptions:**

- A PIO is generally included in an emergency operations center (EOC) as part of the Incident Command System and reports to the Incident Commander.
- A local Joint Information Center (JIC) or Joint Information System (JIS) will be established to coordinate information within the impacted area even during recovery.
- Federal partners may set up a JIC (or public information group) and integrate into the JIS at each impacted EOC. The federal government will establish a Joint Field Office for any large incident, and they will coordinate with the state and local PIOs in some fashion.
- There may be multiple sources of conflicting information.
- Messaging should be coordinated and presented by authoritative voices to maintain public confidence. Diversion from the message may have a negative impact on recovery because of the associated decline in public confidence, or confusion that leads to inaction.
- The public will need to communicate with response and recovery agencies. Questions, suggestions, and offers of support must be managed and used to help fuel additional communication efforts.
- A method for coordinating among federal, state, and local communication priorities should be established.
- The agency responsible for crafting public messages about each topic must be clearly identified.
- The JIS/JIC membership will have an impact on how information is communicated. The JIS should include both civilian PIOs and military public affairs officers.

- Transparency and visibility of the recovery process is important, so accurate and complete documentation should be maintained. This information will include detailed records of the incident and recovery planning.
- The public and private sectors may have more confidence if they have more information such as information on contractors and insurance needs. Community meetings may support this effort.
- PIOs should engage with community leaders, NGOs, FBOs, CBOs and non-profits to help deliver the message and gather input on community information needs.
- Information should be disseminated to department heads and key stakeholders, and strategies for advocacy at the State and national levels should be developed as needed.

### **Spokespeople**

- PIOs may identify subject matter experts to assist with messaging.
- Spokespeople for the incident should be established and used consistently. These may include individuals who are subject matter experts or key elected officials who are unified with the official public message, recognizable, and trustworthy to local populations. More than one person will be needed to communicate with different audiences. Examples include the local health officer and elected officials.
- PIOs will provide talking points to the spokespeople based on information about the incident and public information needs.
- Multiple disciplines may all want to issue information, but it is important that subject matter experts and agencies balance interests to provide a clear, consistent message that will support recovery objectives.
- Spokespeople may vary by jurisdiction, but for continuity and to build trust, the number of spokespeople delivering messages to different audiences should be limited.

### **Content**

- Public health information will be urgently needed.
- Under the coordination of the JIC/JIS, public health agencies will communicate to the public the nature of the incident and information about access to medical services and resources. The primary goals of this communication are to allay fears, articulate risks, and detail the appropriate treatment for the general public. Communication should be coordinated with the local environmental health agency.

- Communicating with populations that have access and functional needs, including immigrants, those speaking foreign languages, and the homeless, may be very difficult.
- Communication regarding psychological and social wellbeing, as well as self-care should continue throughout recovery.
- Public messaging that is common to all disasters can be developed pre-disaster in public message templates. Examples include:
  - Public health and safety information
  - Donation and volunteer information
  - Where to find information with and without technology access
  - Reunification information (where to register the missing, families, and deaths)
  - Location of the Disaster Recovery Center and services available.
- The JIS/JIC will work to de-conflict messages and identify erroneous information.
- Public messaging will be communicated across a wide-spectrum of media, including the traditional print media, television and radio, and social media.
- Public health messaging should include issues such as:
  - Behavioral health guidance/stress management
  - Ongoing health risks
  - Prevention opportunities
  - Encouragement to seek or continue medical treatment as needed
- To establish trust, public messaging should include information about recovery activities and inform the public of actions they can take. Regularly scheduled (daily) public meetings disseminating current progress is encouraged.
- Some jurisdictions may make decisions that are unpopular in other jurisdictions, which will necessitate close coordination among jurisdictions. Policy groups should fully understand the implications and impacts of decisions and be able to explain those decisions to the public.
- In long-term recovery, public messaging will have a new or renewed emphasis on preparation, prevention, and mitigation actions and activities.
- Policy groups should be aware of the community's thoughts and attitudes toward and acknowledgement of the disaster (such as anniversaries) and should determine

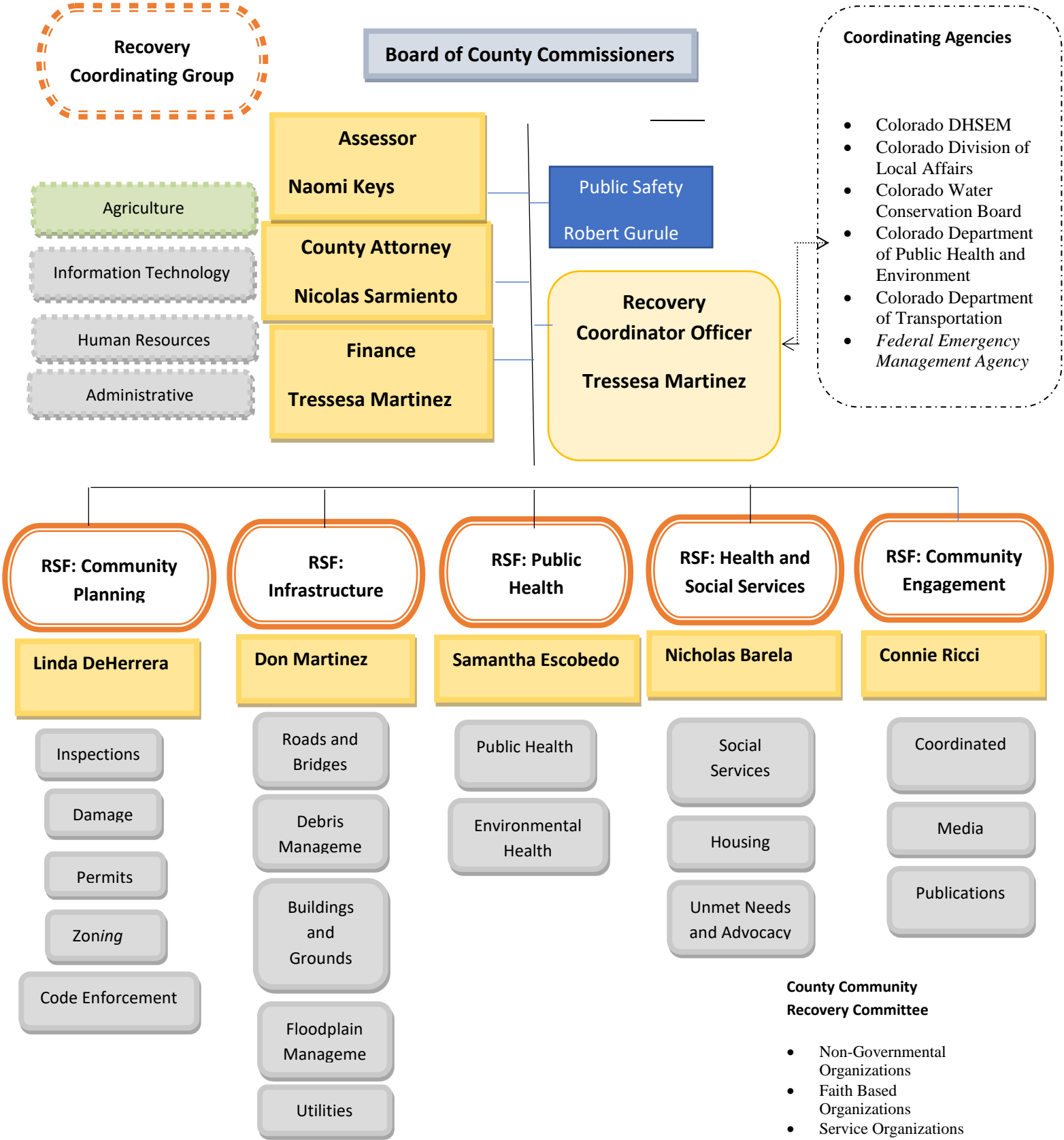
appropriate actions. These groups should identify and acknowledge milestones and successes in recovery.

**Public Information RSF Outcomes**

- Public messaging is coordinated, consistent and timely.
- Appropriate spokespeople are selected, and deliver messages to the public to inspire confidence in recovery efforts.
- Interagency cooperation is evident throughout the recovery, and there is also room for customized messages based on the needs of the jurisdiction or agency.
- The public has a voice in the recovery, through public meetings or other media, and they know where to go for information.

**RSF: Economic Recovery**

\_\_\_\_\_ FIRE, Conejos County



Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

## Appendix A – Rapid Tag Re-Entry Information

### Re-Entry Rapid Tag uses:

Instructions for the RAPID TAG Re-Entry (Salamander Cards) should be printed for each issuing location and then these STANDARDIZED Instructions should be followed. If several teams or locations are to be used or set up, then these standardized Instructions should be followed. Standardized colored Tags should be predetermined and used. Examples might be Green card for EOC staff, Yellow card for Home Owners, may be one color for each Home Owners Association or Development. If two EOC are set up in different counties then the second EOC should use the same STANDARDIZED Instructions and Color coordination for their side of the Fire Complex (AT THE VERY LEAST they should coordinate the use of the RAPID TAG System.) Coordination between IMT And EOC should be set up early and followed daily.

1. The decision of when to permit residents to return to the affected area will be made cooperatively between the County EOC, Incident Command and any Municipality/Agency/Property Owners Associations Having Jurisdiction in the impacted areas based upon the three scenarios above. The decision to allow re-entry will be based on an overall evaluation of the situation, including the following major factors:
  - a) Access - Following a major event, a survey of the impacted areas should be conducted immediately to identify and prioritize the most seriously damaged areas of the locality.  
This can determine the level of damage to major/emergency routes into the area and help to determine the time needed for debris clearance from those routes.
  - b) Essential Emergency Services – Emergency services agencies that have been moved to a safe haven prior to an evacuation need to return back to their service areas.
  - c) Public Health - Water and septic services are operating or available.
  - d) Subsistence - Food is available or made available in the impacted area.
  - e) Utilities - Electricity, potable water, sewer services, telephone, and natural gas services are operating or are made available in the affected area.
  - f) Existing services can support the people already in the impacted area as well as an additional influx of people.
2. A ***Re-Entry Pass*** located in the windshield of non-emergency vehicles, or

**RAPID TAG Identification** should be provided to anyone entering a controlled area. These passes are shown on page 8 (these passes may be superseded by use of a credentialing system such as 'Rapid Tag' as systems become available). Rapid Tag may be provided at the scene or another location provided by and through the EOC. An accompanying registration form should be filled out for each vehicle or address.

3. Once the decision to permit re-entry has been established, law enforcement personnel should set up checkpoints and roadblocks as needed based upon the level of damage that has occurred.

**The following conditions will prohibit re-entry procedures:** limited visibility, compromised air quality, leaking and burning propane tanks, heavy propane smell, burning, smoldering or falling trees, high heat, spot fires and thick ash.

4. Once the decision to permit re-entry has been established, Re-entry can proceed as recommended based upon a Phased Re-Entry.

- a) **Phase A** – Phase A begins the reentry process. The entry of the electric company/companies who service the area, and Hazardous Material personnel must precede any other phase to ensure the safety of all following personnel in all other phases.

- Local Electric Company/Companies for electrical line/pole issues.
- Identified Hazardous Materials personnel to address gas/propane issues.
- Necessary County and/or State Road and Bridge Personnel to determine needs for road clearing prior to reentry.
- Media should not be part of this phase.

The determination to move to Phase B is Determined by the Safety of the area

- b) **Phase B** - Phase B allows the re-entry of agencies and groups that have key roles in restoring normal operations in the impacted area following a disaster. Law enforcement personnel should restrict access during this phase to provide for area safety and security. Phase B agencies and groups may include, but are not limited to, the following:

- Law enforcement and security agencies (including private security for facilities and residential communities)
- Fire and EMS crews
- Facility/Industry Emergency Response Teams

- Debris Clearing and Removal Crews
- Infrastructure and Utilities Repair Personnel
- Official Damage Assessment Teams
- Other personnel at the direction of the CONEJOS County Sheriff
- Media should not be part of this phase.

Phase B will be complete when all partners are out of the area and approve the next phase of re-entry reentry. This is the last opportunity to provide services or check safety before the public enters the property.

- c) **Phase C** – Phase C allows for the short-term limited re-entry of other critical groups as well as residents and business owners to assess damages. The local County Sheriff in coordination with public safety personnel, county EOC, and other agencies should determine when it is safe to begin Phase C entry. These groups may include, but are not limited to, the following:
- All agencies and personnel listed under Phase A and B
  - Resident and Business Owners (with 2 forms of required ID) (with Insurance Adjusters and Contractors) to conduct insurance assessments (access will be temporary)
  - Relief Workers
  - Commodities Points of Distribution (POD) Teams
  - Health Agencies
  - Media may be part of this phase at the direction of the Sheriff.

The Determination to end phase C should be determined by a time frame restriction. For Example, “all persons must be out of the area by 6pm.”

- d) **Phase D** – Phase D allows for the re-entry of only those residents and business owners who can prove they live, own, rent, lease or otherwise have a need to be allowed into the affected areas. Once residents are back in their homes, it must be determined if the neighborhood must continue to be closed to outsiders.

1. Entry should still be limited to those identified who live within the affected area until it is deemed safe and events are back to normal day to day operations within the affected area.

If the impacted areas cannot support the return of evacuated residents, temporary housing may be established in non-impacted areas near the disaster area. Federal, State and County authorities in accordance with the State Disaster Recovery Plan will make decisions on the location and operation of temporary housing facilities.

## Appendix B – Waste Disposal

SLV Regional



*Solid Waste Authority*

P.O. Box 861 1600CR 44 Monte Vista, CO. 81144

(Phone) 719-852-3810

(Fax) 719-852-9740

(Cell) 719-850-0072

[www.slvlandfill.com](http://www.slvlandfill.com)

EMAILS:

Landfill Manager: Jim Clare

[jclare@slvlandfill.com](mailto:jclare@slvlandfill.com)

Office Manager: Cheri Malouff

[cmalouff@slvlandfill.com](mailto:cmalouff@slvlandfill.com)

## Debris Hauling for Conejos County \_\_\_\_\_ 2018 Fire Cleanup & Hauler Information

Company Name: \_\_\_\_\_

Address: \_\_\_\_\_

Contact Name: \_\_\_\_\_ Phone: \_\_\_\_\_

Company Insurance: \_\_\_\_\_

Proof of Vehicle Inspection: \_\_\_\_\_

List of Equipment to be used on site:

---

---

---

---

---

---

---

## Conejos County \_\_\_\_\_ Fire

# Wildfire Recovery & Cleanup Guidance

### Debris and Ash –Handling and Disposal

The ash from the forest fire is relative nontoxic but may contain unknown substances that may be toxic from building sites. There will be other products from the fire that will need to be handled in a proper manner for the specific product. Proper procedure is required to handle material from a fire of this magnitude. Material disposal from the fire will try to follow the state guidelines for recycle, reuse and repurpose of material. Any material not able to fall into this category will be hauled to the regional landfill meeting the accepted guideline for this incident.

For the purpose of this fire the local San Luis Valley Regional Solid Waste Authority has been authorized to accept waste from the \_\_\_\_\_s Fire for the Conejos County area involvement from the CDPHE. See waiver included from the landfill. The waste will be handled by approved haulers that have contacted the county and SLVRSWA. People should take proper care in the handling of all fire related debris. In order to facilitate the clean-up of the \_\_\_\_\_s Fire the debris material will be set up into five areas of salvage. Those items will be woody products, metal products, other ash and debris, animal mortality waste or food waste and debris suspect of asbestos either friable or non-friable from the fire at homeowner sights. A list of haulers and sights to go with debris will be included with this information as a guide toward the cleanup of this event. The **211 Relief and Recovery Assistance Guide** can also be referred to for more clean up information.

### Safety of Debris Removal

Woody products will be cut into lengths that can be managed safely by men and equipment on site before being hauled to a drop off or staging site. **All** loads will be secured and or covered if required before being moved from the site. This is for protection from flying debris and possible contamination of debris to the workers and general public.

Proper safety precautions will be taken when dealing with the removal of all debris from the burn site. In order to make sure ash and possible contaminants from metal remain on site for

final cleanup the metal will be rinsed of with misting water before being transported from the site to a recycle location or staging area. For the safety of the rest of the debris it will be misted with water to help contain the material when being loaded, transported and unloaded.

### **Woody Debris-Hauling and Disposal**

Woody debris that needs to be cleaned up will be hauled to a location set up by the development in the area of the burn. This area will be an area that is considered as a clear zone from any other flammable material. The debris will be stock piled for future burning in a controlled environment or possibly chipped and used to help stabilize the burn area from the \_\_\_\_\_ Fire. Contact on this portion of the recovery will be with the development acting agent for proper site and location of the material. If no other location can be secured for disposal the material can be hauled to the SLV Regional Landfill. Prior notice to the landfill and approval on all material and type will be required for acceptance

### **Metal Products-Hauling and Disposal**

Metal products will be sorted from the debris and set up to be hauled to a staging area to be removed from the fire scene or hauled from the scene by a qualified hauler. Metal should be cleaned of any ash or particulates that may become airborne during the hauling period before being removed. All loads removed from the scene will be covered for the safety of all involved on the recovery scene and during transportation on highways.

White metal items can be disposed of with metal as long as there is no item that has Freon contained in the appliance. It should be determined if the Freon has been evacuated from the appliance or not. If not the appliance should be taken to a certified dealer that will remove the Freon then take the appliance with proper tagging for metal disposal.

### **Ash and Other Debris-Hauling and Disposal**

Once all salvageable items are removed from a fire scene the final product that remains will be removed in an appropriate and safe manner. This material is also considered as a hazardous material because of the prior products associated with the building site before the fire. All remaining items will be moistened with water to prevent them from becoming airborne during the transport period of the removal. All loads removed from the fire scene shall be covered to prevent any item from becoming a falling or airborne hazard during transportation. San Luis Valley Regional Solid Waste Authority has received a waiver to accept the waste from the

\_\_\_\_\_ FIRE, Conejos County

\_\_\_\_\_ Fire. Waste will be accepted as long as the debris meets the requirements for the landfill from CDPHE waiver as listed. Copy of waiver included in information.

### **Concrete Debris-Hauling and Disposal**

Hauling and disposal of the concrete material will be hauled in a safe and secure manner to the Alcon concrete collection area in Alamosa as a primary collection site. The material will be cleaned of any ash or debris before being hauled to the collection site. The collection site will be 12233 County Rd 5 south in Alamosa. The material will be used in a recycle effort to cut down on landfill waste. Most concrete will come from foundations and sidewalk material.

### **Asbestos Contained Debris-Hauling and Disposal**

All asbestos material handling will follow the advisory from CDPHE titled (**Asbestos Issues \_\_\_\_\_s Fire, July 2018**) and (**Wildfire Recovery Guidance for Cleanup of Damaged or Destroyed Buildings**). San Luis Valley Regional Waste Authority has received a waiver to accept the waste from the \_\_\_\_\_ Fire. Waste will be accepted as long as the debris meets the requirements for the landfill from CDPHE waiver as listed. Copy of waiver included in information. It is suggested that haulers that will be hauling this type of waste has had some past experience in loading and hauling asbestos material. This will include conditions to load material and proper containment for material during the hauling process and acceptance at the regional landfill.

Building sites will be checked by the county to verify the year of construction to determine if there may or may not be asbestos material on the job site. All sites built prior to 1971 will be considered to have possible asbestos material contamination and will be cleaned up as required to meet safety requirements for this type of material. It is suggested that a company and hauling firm that has handled asbestos in the past be used to carry out this loading securing and hauling process. The regional landfill will accept only properly contained and secured asbestos material from the fire site as required by the CDPHE waiver.

### **Animal Mortality & Food Waste**

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

Animal mortality and food waste will be accepted at the Regional Landfill as long as it is separate from all other waste. This waste should be hauled in a separate containment vessel from all other waste and will be off loaded in a specific area for covering at the landfill. This control will be up to the individual hauler to make sure these guidelines are met for acceptance at the landfill.



# DISPOSAL NOTIFICATION FORM

\_\_\_\_\_ Fire, \_\_\_\_\_ 2018

<b>Building Owner</b>	Owner's Name:		
	Street:		
	City:	State:	Zip Code:
	Telephone # (      )		
<b>Site Address</b>	Owner's Name:		
	Street:		
	City:	County:	Zip Code:
<b>Disposal Contractor</b>	Company/Contractor's Name:		
	Street:		
	City:	State:	Zip Code:
	Telephone # (      )		
<b>Landfill</b>	Landfill Name:		
	Street:		
	City:	State:	Zip Code:
	Telephone # (      )		

Submit form by mail/fax/email (no fee is required) to:

Indoor Environment Program Permit Coordinator  
Colorado Dept. of Public Health and Environment  
APCD-IE-B1  
4300 Cherry Creek Drive South  
Denver, CO 80246-1530  
Fax: 303-782-0278  
cdphe.asbestos@state.co.us

Please call 303-692-3100 with any questions

Conejos County Office of Emergency Management, 17705 US Hwy285, Suite B, La Jara, CO 81140  
Rodney King, Emergency Manager.

## SLV Regional



### *Solid Waste Authority*

P.O. Box 861 1600CR 44 Monte Vista, CO. 81144  
(Phone) 719-852-3810 (Fax) 719-852-9740 (Cell) 719-850-0072  
[www.slvlandfill.com](http://www.slvlandfill.com)

#### EMAILS:

Landfill Manager: Jim Clare [jclare@slvlandfill.com](mailto:jclare@slvlandfill.com)  
Office Manager: Cheri Malouff [cmalouff@slvlandfill.com](mailto:cmalouff@slvlandfill.com)

Absmeier Construction	Adrian Absmeier	719 588-5264	Hauler
Cooley Construction	James Cooley	719 588-2406	Hauler
RMS	Bryan Malouff	719 588-4263	Hauler
Robins Construction	Randy Robins	719 376-2351	Hauler
Southway Construction	Rocky Southway	719 580-5103	Hauler
Critters Barricades	Kim Gonzales	719 580-8189	Barricades
ACI	Brain Cook	719 588-1846	Concrete
Morris Iron	Bill Morris	719 588-9161	Scrap Metal
Colorado Recycling	Luis Gallegos	719 580-6695	Scrap Metal
Star Steel		719 589-5385	Scrap Metal
Garrison Fence	Ryan Garrison	720 413-4071	Fencing

\_\_\_\_\_ FIRE, Conejos County

Appendix C

# Engaging Faith-based and Community Organizations

## Planning Considerations for Emergency Managers

*June 2018* Engaging Faith-based and Community Organizations  
i

## Table of Contents

<b>Introduction .....</b>	<b>44</b>
<b>Background .....</b>	<b>45</b>
<b>The Benefits of this Approach to Engaging Faith-based and Community Organizations .....</b>	<b>47</b>
<b>Expanding Views of Faith-based and Community Partners Active in Disaster .....</b>	<b>48</b>
<b>Government Partners That May Help Reach Faith-based and Community Organizations..</b>	<b>50</b>
<b>Steps for Engaging Faith-based and Community Organizations .....</b>	<b>51</b>
<b>Step 1: Engagement .....</b>	<b>51</b>
<b>Step 2: Assessment .....</b>	<b>54</b>
<b>Step 3: Self-Guided and Group Training .....</b>	<b>54</b>
<b>Step 4: Technical Assistance .....</b>	<b>55</b>
<b>Step 5: Participation in Scenarios/Exercises .....</b>	<b>55</b>
<b>Step 6: Affiliation .....</b>	<b>56</b>
<b>Step 7: Integration .....</b>	<b>56</b>
<b>Sustainability .....</b>	<b>57</b>
<b>Appendix A: Organizational Capabilities Assessment Form .....</b>	<b>59</b>
<b>Appendix B: Individual Skills Survey .....</b>	
<b>Appendix C: Resources .....</b>	
<i>Engaging Faith-based and Community Organizations</i>	

ii

This page intentionally left blank. ***Engaging Faith-based and Community Organizations***  
1

## Introduction

This guide provides a foundation for emergency managers to engage with faith-based and community organizations that can be partners in building a culture of preparedness and enhancing the security and resiliency of our nation. Faith-based and community organizations offer a wide variety of human and material resources that can prove invaluable during and after an incident. Collaborating with these vital community members will allow emergency managers to access a multitude of local resources and ensure members of the whole community can contribute to the disaster resilience effort.

Following the whole community approach outlined in the National Preparedness System, this guide builds upon the Federal Emergency Management Agency's (FEMA) *A Whole Community Approach to Emergency Management*. The whole community approach to emergency management engages the full capacity of the private and nonprofit sectors, including businesses, faith-based and community organizations, academia, and the public, in conjunction with the full participation of state, local, tribal, territorial, and federal government partners. These organizations build an effective pathway to security and resilience when they collectively understand and assess their community needs, and then together determine how to organize and strengthen their assets, capacities, and interests.

This guide explains a seven-step process for effectively engaging faith-based and community organizations (Figure 1) developed, refined, and validated by the Department of Homeland Security Center for Faith and Opportunity Initiatives (the DHS Center) in collaboration with emergency managers in several jurisdictions, faith-based leaders, community leaders, and subject-matter experts in religious literacy and cultural competency. The seven steps are:

*Figure 1: The 7-Step Engagement Process*

1. Engagement;
2. Assessment;
3. Self-Guided and Group Training;
4. Technical Assistance;
5. Participation in Scenarios/Exercises;
6. Affiliation; and
7. Integration.

Emergency managers can view this guide as a starting point for expanding existing engagement practices with faith-based and community organizations as well as strategizing how to further implement whole community principles into emergency management activities. All disasters are local. Just as first responders from other areas defer to those in the impacted areas, faith and grassroots communities are encouraged to be involved in the response and recovery of their own communities. ***Engaging Faith-based and Community Organizations***

2

## Background

The Department of Homeland Security Center for Faith and Opportunity Initiatives (the DHS Center) was established in 2006 to build bridges across the whole community and to help overcome coordination challenges among faith-based and community groups, emergency managers, and other stakeholders. The immediate aftermath of hurricanes Katrina, Rita, and Wilma, in 2005, identified coordination challenges. Since then, the DHS Center has sought to engage a broader cross-section of faith-based and community groups in all stages of the disaster continuum.

*Pensacola, FL, May 18, 2014 – A Spanish speaking Disaster Survivor Assistance Team (DSAT) member listens to a priest's concerns at an event at St. John Church. FEMA's DSAT disseminated incident information in Spanish after Sunday service. Torrential rain from a pair of thunderstorms triggered major flash flooding in the area. Photo by Andrea Booher/FEMA*

To address coordination challenges, the DHS Center authored this guide in partnership with FEMA's National Integration Center, FEMA's National Preparedness Assessment Division, and with input from emergency managers and members of the National Voluntary Organizations Active in Disasters (NVOAD). The DHS Center "embedded" in several jurisdictions for a time working alongside emergency managers to develop and conduct this guidance process.

Some emergency managers look to external nonprofits to engage faith-based and community organizations on their behalf. Emergency managers reported; however, that such an approach, often implemented due to staffing constraints, can lead to a limited representation of the whole community. In contrast, respondents noted that sharing engagement responsibilities among multiple organizations, including emergency management agencies, results in expansive, cross-sector partnerships. The DHS Center tested this approach through the creation of a seven-step engagement process.

The DHS Center developed the seven-step engagement process in conjunction with the DHS Science and Technology Directorate to study and promote best practices on engaging faith-based and community organizations in emergency preparedness. The process can help jurisdictions improve emergency operations capabilities by helping them effectively engage faith-based and community groups. These groups, in turn, become significant force multipliers, connecting with historically underserved populations.

*Moore, OK, May 26, 2013 – Volunteers with the Missouri Lutheran Church Disaster Response team help survivors clean up after a deadly tornado. Volunteers provided much needed personal services and were important FEMA partners in disaster recovery. Photo by George Armstrong/FEMA*

**Engaging Faith-based and Community Organizations**

3

Through the seven-step process, emergency managers can identify and engage with faith-based and community groups in underserved communities and assess their capacity to participate in emergency preparedness activities. Based on that assessment, emergency managers can build partnerships with these groups, provide training and technical assistance to strengthen their skills, connect them with existing partners, and then integrate them into emergency management plans and exercises. The DHS Center used this process in a 2011 pilot in Miami-Dade County, Florida, and in several jurisdictions since then: City of Los Angeles/Los Angeles County, California; Lakewood Township/Ocean County, New Jersey; Albuquerque, New Mexico and New Orleans, Louisiana. The outcomes of these pilots demonstrate that communities can effectively integrate faith-based and community groups into emergency management plans and operations by using the customizable seven-step engagement process.

*Houston, TX, September 6, 2017 – Faith Center of Houston's First Baptist Church, a charitable donation center for Houston's poor and disadvantaged, provides food, water, clothing, cleaning and household supplies to Hurricane Harvey survivors. FEMA partners with federal agencies, states, local communities, counties, Voluntary Organizations Active in Disaster (VOAD), and tribal entities in providing assistance to disaster survivors. Photo by Christopher Mardorf/FEMA*

In addition to this guide, FEMA and the DHS Center developed a self-paced online study course: IS-505: Religious and Cultural Literacy and Competency in Disaster. The course was developed in partnership with the University of Southern California Center for Risk and Economic Analysis of Terrorist Events (CREATE). This course, and its companion tip sheet resources, were developed with the University of Southern California Center for Religion and Civic Culture (CRCC) and the National Disaster Interfaith Network. In addition, FEMA personnel assisted the development of the course by providing their relevant expertise responding to disasters. The course provides emergency management professionals and faith and community leaders active in disasters with the religious literacy and competency tools needed to learn how to engage religious and cultural groups and their leaders effectively throughout the disaster lifecycle. Access the course and more information at [www.fema.gov/faith-resources](http://www.fema.gov/faith-resources). ***Engaging Faith-based and Community Organizations***

4

## **The Benefits of this Approach to Engaging Faith-based and Community Organizations**

The engagement process outlined in this guide provides three important benefits to emergency managers. Using this guide, emergency managers will be able to:

**Identified Outcomes from Engaging Faith-based and Community Organizations** Emergency managers using this engagement approach uncovered previously unknown assets within local faith-based and community organizations. Faith-based and Community Organizations can: ■Serve as communication hubs to distribute trusted messages ■Host Community Emergency Response Team (CERT) classes and other trainings ■Be used as points of distribution for emergency commodities and supplies ■Provide staging area and reception sites for emergency services ■Support mobile feeding and transportation services ■Provide housing assistance and other social services ■Join a Voluntary Organizations Active in Disaster (VOAD) network Members of these organizations can: ■Provide psychological first aid ■Provide emotional and spiritual care ■Help conduct welfare checks in the community

- ☐ Identify potential areas for strengthening existing engagement strategies and begin to create new partnerships with local organizations, particularly those in racially, ethnically, economically, and religiously diverse communities.
- ☐ Uncover numerous untapped community resources that can help prepare for all hazards.
- ☐ Incorporate resources from faith-based and community organizations (e.g., mass communications support, feeding, counseling/emotional and spiritual care, health care) into their emergency management plans and operations.

This guide contains tools that will make engagement more effective. The expansive, cross-sector partnerships resulting from this process will help establish a stable platform to enhance a wide array of community resilience activities.

*Pacific, MO, January 12, 2016 - Jay Grim and Sheri Mott talk to a Tzu Chi volunteer about disaster aid at the Multi-Agency Resource Center. Taiwan Buddhist Tzu Chi Foundation USA is a faith-based and non-profit, non-governmental humanitarian organization that helps survivors in disasters. Catholic Charities of St. Louis and the American Red Cross of Eastern Missouri are partnering with other local disaster assistance organizations to open a "one-stop shop" for survivors of the flood in Franklin and Jefferson Counties, Missouri that happened in late December 2015. Photo by Steve Zumwalt/FEMA*

**Engaging Faith-based and Community Organizations**

**5**

## Expanding Views of Faith-based and Community Partners Active in Disaster

Emergency managers often reach out to faith-based and community organizations to provide support during and after incidents. However, emergency managers are realizing that many of these groups can also be partners in preparing their community for emergencies. Some of these organizations may include:

☐ Advocacy groups ☐ Immigrant service organizations ☐ Anti-human trafficking organizations ☐ Interdenominational ministerial alliances ☐ Burial societies and cemeteries ☐ Interfaith councils ☐ Child care provider networks ☐ Local park and recreation ☐ Children and youth service agencies departments ☐ Civic and rotary clubs ☐ Local public housing ☐ Community action programs agencies/facilities ☐ Community organizations in ☐ Mutual aid associations underserved communities ☐ Mental health professionals ☐ Denominations and judicatories ☐ Neighborhood councils ☐ Domestic violence networks ☐ Organizations that serve people with ☐ Elder service organizations including disabilities area agencies on aging ☐ Philanthropic organizations and ☐ Ethnic/community resource centers community foundations ☐ Faith-based/community ☐ Professional associations, hospitals/clinics federations, and networks ☐ Faith-based disaster organizations ☐ Schools, colleges, and seminaries ☐ Faith-based nonprofits ☐ Social service agencies/nonprofits ☐ Food banks ☐ Sorority organizations ☐ Fraternity orders/organizations ☐ Veterans organizations ☐ Homeless service providers ☐ Voluntary Organizations Active in Disaster/Community Organizations ☐ Houses of worship Active in Disaster ***Engaging Faith-based and Community Organizations***

6

These organizations routinely provide critical services and help prepare for, mitigate, respond to, and recover from incidents in the community. However, partnerships between emergency managers and faith-based and community organizations were not always defined in advance of an incident; rather, they were the result of ad-hoc agreements based on emerging needs. A pro-active engagement strategy helps emergency managers include what were once referred to as non-traditional stakeholders (or spontaneous unaffiliated volunteers) into their network of traditional stakeholders and incorporate them into emergency management plans and operations in advance of an incident. For example, houses of worship, both large and small, including those in different faith-based, ethnic, and racial communities, may be able to augment their jurisdiction's emergency preparedness. Emergency managers may increase participation in all-hazards support among congregants and other community members by promoting preparedness education, Community Emergency Response Team (CERT) classes, and participation in Prepareathon. Similarly, engaging with denominations can greatly expand the partnership network.

*La Paloma, TX, August 2, 2008 – A FEMA Disaster Survivor Assistance Team chats with a local Catholic priest about FEMA and services that may be available to members of his parish. FEMA worked with state, local, and volunteer organizations to provide services to residents affected by Hurricane Dolly. Photo by Patsy Lynch/FEMA*

Social service organizations and community groups serve many segments of their community, including immigrant populations, people with low literacy levels or limited English proficiency, senior citizens, children and youth, people with disabilities and others with access and functional needs, homeless populations, and low-income populations. These and other organizations can be important partners in reaching, as well as engaging, the strengths and resources of such populations in times of crisis.

Traditional emergency management partners are natural collaborators for this type of engagement. These organizations may offer trainings, or other forms of support, to help build partnerships with previously unreached faith-based and community organizations. For example, local chapters of the American Red Cross may have previously engaged houses of worship and faith-based groups regarding preparedness and shelter operations.

The faith-based and community sectors have a wide spectrum of resources that can help make communities more resilient. By creating a broad set of partnerships, emergency managers can gain access to this wide array of force multipliers and existing networks of community members who can aid in building community resilience. ***Engaging Faith-based and Community Organizations***

7

## Government Partners That May Help Reach Faith-based and Community Organizations

Other government offices may have existing networks with faith-based and community organizations throughout the community. Emergency managers should collaborate with these government offices to reach the broad set of organizations discussed above.

Government partners may include the following:

□ **Faith and Community Liaisons:** Elected officials may assign a staff member to constituent services or, in some cases, appoint an official liaison to faith-based, ethnic, and cultural organizations. This person may help identify the full range of potential partnering organizations in the jurisdiction.

□ **Public Safety Officials:** Police, fire, emergency medical services, and health departments, etc. often have relationships with partners throughout the community. These officials may be willing to collaborate with local emergency managers to maximize engagements with influential community activists, groups, and leaders.

□ **Local, State, Tribal, Territorial, and Federal Government Offices:** Many government entities have public engagement and outreach functions within their agencies. Public health offices represent one example of faith-based and community engagement. These offices typically have well-established community engagement platforms that may already include strong networks with faith-based and community organizations. Emergency managers may collaborate with local public health officials, particularly community health and public health preparedness divisions.

*Seaside Heights, NJ, November 24, 2012 – A member of the Mormon Disaster Relief effort clears drywall from a home in Seaside Heights, N.J. that was damaged when Hurricane Sandy came ashore. Volunteer organizations like the Mormon Church and other faith-based programs provided free assistance to survivors in the affected area. Photo by Patsy Lynch/FEMA*

“The collaborative piece, working with emergency management and the fire department, increased the value of what we were doing. We’ve been able to engage with people who weren’t previously at the table and with others who we weren’t reaching before in the community.”

- Shamika Ossey, Los Angeles County Public Health Department **Engaging Faith-based and Community Organizations**

8

## Steps for Engaging Faith-based and Community Organizations

This model establishes a seven-step process for effectively engaging faith-based and community organizations. The seven steps are (1) Engagement, (2) Assessment, (3) Self-Guided and Group Training, (4) Technical Assistance, (5) Participation in Scenarios/Exercises, (6) Affiliation, and (7) Integration. The model is customizable for incorporation into existing engagement strategies. Emergency managers can use and repeat aspect(s) of the model, as well as the tools and resources in the appendices, to bolster their whole-community engagement efforts.

### Step 1: Engagement

**Identify as many of the faith and cultural traditions and community groups within the community as possible.** Emergency managers often identify the most common faith and cultural traditions in the community, but may not regularly engage with members of lesser-known faith-based groups, cultural centers/associations, and community organizations. The organizational capacity of these latter groups may seem small, but their reach into underserved communities can be quite significant. Garnering support from the leadership of affiliated faith-based organizations can be extremely beneficial and may save time. First, search online and use census data to identify the key faith-based and cultural groups in the jurisdiction. Additional questions can assist with further analysis:

- Based on the jurisdiction’s population demographics, what faith-based or community groups are missing from the agency’s current engagement efforts?
- What governmental entities are already working with faith-based or community groups, and how can other entities build upon this work?
- Who do potential engagement targets represent (that is, who are their trusted partners)?
- What services do the faith-based or community groups routinely provide?
- What services or roles do the faith-based or community groups currently provide, which might be useful during local incidents?
- What gap(s) might they be able to fill during an emergency?

**Consider whether there are people with language barriers, disabilities, access and functional needs, or faith-based or cultural differences to accommodate.** Before approaching any given faith-based or community organization, think about how best to prepare, including considering whether an interpreter may be required. Approaching these organizations in a culturally or religiously sensitive manner may influence whether or not the engagement will be successful. For example, engaging with a group for whom English is not the primary language may hinder efforts without an interpreter, even if some members speak English. Failing to remove one’s shoes before entering certain houses of worship could close off further engagement with those particular community members. FEMA’s Emergency Management Institute course, “Faith-based and Cultural Literacy and Competency in Disaster,” provides insights about faith-based and cultural sensitivities to consider when engaging with diverse groups. Additionally, the course, “Including People With Disabilities & Others With Access & Functional Needs in Disaster Operations,” provides an overview of disabilities and access and functional needs and explains how disaster staff can apply inclusive practices in their disaster assignments. *Engaging Faith-based and Community Organizations*

**Reach out to them.** Unengaged groups may not understand the language, resources, and infrastructure of emergency management. Consider scheduling time with the organizations to meet with their leaders personally and to explain these concepts as needed. Emergency managers can also assign a staff member to attend one of the organizations' regular meetings to begin building relationships with constituents.

**Start the conversation with the organization's current priorities and contributions to the community in mind.** Emergency operations can often incorporate the service capabilities an organization regularly uses.

For example, an organization that already runs a soup kitchen likely has capabilities to support feeding efforts during an incident. Similarly, an organization that has a mobile healthcare capability could deploy in an emergency. Ask potential partners to share their experiences and areas of expertise. Discuss how the organization's activities can be (1) enhanced through partnership, technical assistance, and/or training, and (2) incorporated into the larger emergency operations framework to serve the community.

*Inglewood, CA, July, 2014 – The DHS Center partners with the Council on Pakistani American Affairs, City of Los Angeles and Los Angeles County Office, and University of Southern California Center for Religion and Civic Culture (CRCC) to engage imams and leaders within the Islamic faith in disaster preparedness during Ramadan. Photo by Jannah Scott/FEMA*

Emergency managers should recognize that non-profit organizations will likely need to check with their funders to ensure they can add a response mission, specifying the length of time and type of response work, and considering insurance and liability requirements.

**Schedule periodic meetings with faith-based and community partners.** In many communities, it may prove difficult for all of the partners to commit to monthly meetings given their wide array of responsibilities. However, the benefit of periodic (even bi-monthly or quarterly) check-in meetings can be significant.

"The 'whole community' concept is changing the way emergency management engages the faith-based groups in the community. A lot of emergency management agencies have relied on partners to engage this valuable sector of the community. We've been waiting on these groups to come to us, and that is unlikely to happen. We started going to them directly. This initiative is about more than sheltering, feeding, and mass care; it's about responding to disasters as a community. Now we plan and conduct exercises with the faith-based groups as part of Miami-Dade C.O.R.E. It's really changed how we think about community planning." - Loubert Alexis, Miami-Dade County Office of Emergency Management

***Engaging Faith-based and Community Organizations***

10

Work with partners to schedule regular meetings. Consider convening meetings in houses of worship or community centers, or integrating their engagement sessions with existing community meetings. Hosting meetings in community facilities, or co-leading with existing gatherings, may help increase participation, especially in communities where residents must travel long distances to reach a government facility.

“We’ve created ‘Disaster Intermediaries’ who are our faith-based partners in preparedness, response, and recovery. Within our EOC [Emergency Operations Center], we have a Business Operations Center [BOC] that deals with public/private organizations, and the faith sector has their own seat within this center. We now have four faith-based members who are a part of the leadership team for the faith sector of the BOC. These faith-based sector leaders are now part of the EOC response team—we trained them to function in that leadership position.”

- Joann Troncale, City of Los Angeles Emergency Management Department

Finally, look for barriers that prevent community members from participating in meetings (e.g., limited access to transportation, inconvenient meeting times) and provide solutions where feasible (e.g., arrange for the meeting to be held in a location accessible by public transportation, schedule meetings to be held outside of work hours).

**Build relationships with leadership and influential individuals within the organizations.**

Influential individuals are those whom others trust, who may have a large knowledge base, and who have a significant network. Building relationships with such influential individuals will lend credibility to the emergency manager's message.

Some emergency managers ask influential individuals to lead in the development of preparedness initiatives. Share your perspectives of emergency management strengths and limitations, and then allow partners to self-identify their strengths and limitations as well. Work with them to help coordinate how their resources might deploy to serve unreached communities.

**Step 2: Assessment**

Capabilities assessments may be used to determine how new partners might assist in emergency management operations. **Appendices A and B** include sample capabilities assessment forms for both organizations and individuals.

**Use self-assessments to measure the organization's capabilities.** Faith-based and community organizations may have a wealth of previously unidentified capabilities and resources that can be used after an incident. Self-assessments are successful tools in identifying these capabilities prior to an incident. For example, in 2013, the Miami-Dade County Office of Emergency Management used the self-assessment approach and identified several previously unreported community assets, including nearly 2,500 previously unknown volunteers.

**Track the capabilities, interests, and trainings of the faith-based and community organizations.**

Record information from the organization assessments for future planning purposes.

**Step 3: Self-Guided and Group Training**

Afford new partners access to fundamental self-guided and group training. See the links in **Appendix C** for examples of basic training used throughout the emergency management field. ***Engaging Faith-based and Community Organizations***

**Coordinate trainings.** Emergency managers can use the assessments to help groups identify training to build their emergency management operations capacity. In addition, quarterly meetings are a good opportunity for training, such as first aid, incident command, and volunteer and donations management. The American Red Cross or other voluntary organizations active in disaster may have existing specialized training courses as well.

Some organizations will want to take on a larger role in emergency management activities and develop a plan to scale up their training and operations. Ask groups to keep an official record of any trainings they complete, as well as any certifications or licenses they may acquire.

#### **Step 4: Technical Assistance**

**Connect partners to technical assistance programs offered throughout the emergency management sector.** Some groups may request help to develop relevant skills. Emergency managers can use **Appendix C** to point partners toward self-study courses and downloadable resources.

**Keep partners abreast of issues affecting local emergency management.** As state, local, tribal, territorial, and federal governments mandate changes, emergency management policies and processes must also evolve. What was once an acceptable policy and/or process may become inadequate and irrelevant. Keep groups updated on such matters to ensure a common understanding of issues.

*Los Angeles, CA, April 2014 – Los Angeles Fire Department and LA County Public Health conduct CERT training with South Los Angeles youth and young adults. Photo by Jannah Scott/FEMA*

#### **Step 5: Participation in Scenarios/Exercises**

With the help of the FEMA Individual and Community Preparedness Division and FEMA's Office of External Affairs, standardized exercises are available for use with faith-based and community groups. In addition, the Homeland Security Exercise and Evaluation Program (HSEEP) provides guidance for jurisdictions to develop their own exercises. See the links in **Appendix C** for sample exercises.

**Incorporate faith-based and community partners in exercises.** Help organizations test their increased skills and capabilities by making them a part of the jurisdiction's exercises and scenario planning. The exercises can greatly enhance familiarity and coordination between partner organizations and emergency responders. In accordance with the standard exercise cycle, emergency managers may begin incorporating partner organizations into tabletop exercises and then move toward incorporating them into full-scale exercises. These activities may emphasize partner capabilities and the communication protocols among organizations, emergency responders, and emergency management. ***Engaging Faith-based and Community Organizations***

12

## Step 6: Affiliation

**Affiliate with exemplary organizations.** Consider establishing formal relationships with the organizations that significantly increase their capabilities in community preparedness activities. An affiliation, or more formal affiliate program status, can (1) help fortify the groups' involvement in emergency management activities, and (2) help the public identify organizations that have demonstrated their capability and willingness to help in times of crisis.

*Pratt City, AL, January 17, 2012 – Habitat for Humanity and Jewish and Muslim New York University student volunteers rebuilding homes after deadly tornadoes struck the Southeast. Photo by Tim Burkitt/FEMA*

Memoranda of Understanding (MOUs) can outline the role each organization will play before, during, and after an incident, and explain the processes for coordination. Common components of MOUs are organizational details, goals and objectives, operating principles, expectations, roles and responsibilities, and accountability.

**Recognize outstanding organizations.** Recognizing faith-based and community organizations and their members for their dedicated service is important. Recognition can convey to volunteers that their commitment is valued and encourage them to maintain or increase their involvement. For example, emergency managers in Georgia invited local elected officials to present certificates to volunteer organizations that participated in the Georgia Praise and Preparedness program. Similarly, in both Los Angeles, California, and Miami-Dade County, Florida, numerous partner organizations received recognition for their continued involvement in emergency management efforts.

## Step 7: Integration

A significant part of institutionalizing the engagement of faith-based and community groups is integrating them into plans, policies, and standard operating procedures. See the link in **Appendix C** for a template developed by Miami-Dade Communities Organized to Respond in Emergencies. Jurisdictions can customize the template to meet their needs and should work with their legal counsel to ensure compliance with relevant data collection laws and policies.

**Integrate affiliated groups into existing emergency operations plans.** Writing affiliated groups into existing emergency operations plans can support the full integration of these engagement benefits into day-to-day emergency management practices. Furthermore, by outlining the roles and responsibilities of these non-traditional partners within emergency operations plans, subsequent emergency managers can both recognize and continue to build upon the work already begun.

***Engaging Faith-based and Community Organizations***

13

## Sustainability

*New Orleans, LA, December 10, 2015 - This word cloud represents key words and themes from all of the participants at the 2015 Public-Private Partnerships Conference. Photo by FEMA News*

To sustain engagement efforts with faith-based and community organizations, consider how to support the effort from an emergency management staffing standpoint, and how to maintain the groups' interest during non-disaster periods. Jurisdictions that participated in the initiative took a number of steps to accomplish these objectives, such as those outlined below.

### **Keeping Emergency Management Engaged**

1. **Staffing:** Using the seven-step engagement process, some emergency managers maintain financial support by repurposing existing sources. One jurisdiction used a percentage of their discretionary funding to establish a Whole Community Planner position responsible for sustaining engagement activities. Another jurisdiction integrated this effort into its internship program, supporting certain functions such as geo-mapping, research, and periodic follow-up.
2. **Seeking Additional Support through Partnership:** Some emergency managers find support from other government sectors and organizations (e.g., public health, police and fire departments). In addition, private-sector partners bolster this type of community engagement through in-kind and direct support.
3. **Shared Engagement Responsibility:** Some emergency managers share incident leadership and coordination roles with local community leaders. By co-vesting community leaders with these responsibilities, emergency managers can still function in a support role to the community while redirecting some of their time to other agency initiatives.

### **Engaging Faith-based and Community Organizations**

14

### **Keeping the Faith-based and Community Organizations Engaged**

1. **Maintain Consensus:** Seek consensus about the role of each member in the partnership; encourage partner communication and joint problem solving.
2. **Maintain Contact:** Establish periodic meetings and send regular emails and/or newsletters to keep partners engaged; answer any questions they may have.
3. **Increase Contacts with Government Partners:** Invite government partners to engage with disaster networks during non-disaster periods. For instance, FEMA's Voluntary Agency Liaisons use seasons with low disaster activity as an opportunity to deliver information, tools, and other guiding, collaborative resources to educate and empower internal and external partners.
4. **Connect Activities to the Groups' Inherent Missions:** Help tailor group initiatives to their existing priorities and work in the community. If group members are able to view their emergency management work as a natural extension of their existing service to the community, they may be more inclined to continue working with the emergency management office.
5. **Practice Preparedness Actions:** During steady state, keep groups engaged by participating in preparedness events and activities such as Prepareathon, National Preparedness Month, and You Are the Help Until Help Arrives.
6. **Maintain Skills:** Include groups in training and exercise plans and events to help maintain their newly acquired skills. Go on FEMA's website at [www.fema.gov/faith-resources](http://www.fema.gov/faith-resources) for some sample exercises to use.

*Fernley, NV, January 13, 2008 – A FEMA Disaster Survivor Assistance Team (DSAT) member tells the Calvary Chapel congregation about available FEMA services for residents affected by flooding. DSAT workers contact groups to explain FEMA programs and assistance. Photo by George Armstrong/FEMA*

By incorporating these sustainability tips focused on long-term and continuous partner engagement, emergency managers can effectively build resilience across diverse communities.

Faith-based and community organizations offer a wide variety of human and material resources that can prove invaluable during and after an incident. By following the seven-step process outlined above and using the tools contained in the appendices, emergency managers can more effectively engage with faith-based and community organizations and better prepare their jurisdictions for all threats and hazards. **Engaging Faith-based and Community Organizations**

A-1

## Appendix A: Organizational Capabilities Assessment Form

*Use this customizable self-assessment form to aid in determining how partner organizations might assist in emergency management operations. Elements of this form were developed in collaboration with partners in Miami-Dade County Communities Organized to Respond in Emergencies (C.O.R.E.), the National Disaster Interfaith Network, and the University of Southern California Center on Religion and Civic Culture.*

### Partnering Organization's Information

Name of Organization: \_\_\_\_\_ Date of Contact: \_\_\_\_\_

Name of Contact: \_\_\_\_\_ Position in Organization: \_\_\_\_\_

Telephone Number: \_\_\_\_\_ Email: \_\_\_\_\_

Organization Address: \_\_\_\_\_

Organization Main Telephone Number: \_\_\_\_\_

Organization Main Email: \_\_\_\_\_ Web URL: \_\_\_\_\_

Organization Type (e.g., Faith-Based Organization, Community Based Organization): \_\_\_\_\_

Number of Members Total: \_\_\_\_\_ Number of Adult Members: \_\_\_\_\_

Does your organization have a Disaster or Emergency Plan in place? Yes \_\_\_\_\_ No \_\_\_\_\_

What services/resources do you provide on a \_\_\_\_\_ To broader community  
daily basis to your members or community?

To organization members

Care for people with  
disabilities or access and  
functional needs ☐

Child Care ☐

Clothes Distribution ☐

Commercial Kitchen ☐

Community Center ☐

Counseling ☐

Food/Commodities Pantry ☐

Medical Services ☐

Security ☐

Shelter ☐

Shelter Management ☐

Transportation ☐

Other ☐

☐☐☐☐☐☐☐☐☐☐☐☐☐