



Recovery Plan for Marshall Fire

CITY OF LOUISVILLE

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Point of Contact & Approval

Recovery Plan Points of Contact:

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Approved by: Jeff Durbin, City Manager

Date: 3/31/2022

Introduction & Purpose

The City of Louisville Recovery Plan provides a basis for the coordinated planning and management of recovery from the Marshall Fire. On December 30, 2021, grass fires broke out in Boulder County, Colorado. The southern fire (Marshall Fire) started off of South Foothills Highway and quickly moved east. Erratic winds paired with extremely dry conditions caused the fire to spread across Louisville, Superior and unincorporated Boulder County at an unprecedented rate. In total, the fire destroyed or damaged 551 homes and businesses in Louisville, 381 in Superior and 158 in unincorporated Boulder County. Residential/commercial damage is estimated at \$513,212,589. An additional \$12 million in damage is estimated for City of Louisville property.

All participating agencies, departments and enterprises tasks in this plan are responsible for developing and maintaining the standard operating procedures and training necessary for implementing the assigned duties and functions of the Recovery Plan. Individual department plans are to be connected to this document as they are developed.

To ensure a successful recovery process, the Recovery Plan clearly defines the recovery structure, recovery authorities, organizational roles, operational coordination and implementation responsibilities throughout the recovery process and includes:

- Identifying the roles, responsibilities and actions required of participating agencies, localities, departments and enterprises in preparing for and responding to disaster recovery
- Ensuring a coordinated response by City, State and Federal governments in managing disaster recovery, protecting life and reducing human suffering, limiting economic impacts, protecting infrastructure, reestablishing community life lines and protecting or restoring the environment
- Providing a framework of plans, policies, objectives and approaches for coordinating, integrating and administering the Recovery Plan and related programs of localities, including special districts, municipality, town, city, city, state and federal governments
- Providing for the integration and coordination of volunteer agencies and private organizations involved in disaster recovery
- Establishing the governing plan for all recovery planning within the City of Louisville

Recovery Planning Assumptions

The list below identifies significant considerations and assumptions that should be addressed during recovery planning. Some of these bullet points are described in more detail in other sections of the recovery plan.

- Pre-disaster planning greatly improves a community's ability to successfully recover from a disaster. Financial impacts can be lessened significantly by pre-disaster identification of resources that can improve the efficiency of operations and increase the capabilities of all levels of government, the private sector and others involved in the recovery.
- Planning efforts should not be based on the presence of Public or Individual Assistance from FEMA.
- Recovery from a catastrophic incident may take months to years and may involve all departments, additional temporary staffing and many governmental, non-governmental, private sector, and nonprofit organizations and partners.
- A catastrophic incident may impact City facilities requiring full implementation of facility Emergency Action Plans and Continuity of Operations Plans. Additionally, many employees fulfilling critical recovery positions will be impacted by the disaster, which may cause delays or the complete inability to execute their duties.
- The recovery process should be transparent, to the greatest extent possible, to ensure public trust and confidence. Constant and clear communication to the community is needed during the recovery process.
- Community engagement begins during response and expands as recovery phases continue. Most departments have either a front line position or a behind-the-scenes support role to assist with community engagement efforts. Community engagement allows residents affected by a disaster to find information regarding referrals for service and entry into local, state and federal programs. In addition, community engagement provides valuable information for recovery staff about unmet needs, policy issues and ongoing challenges.
- Lastly, large-scale emergencies have psychosocial impacts on the affected population and also expose vulnerable populations. Staff will be impacted, as well. Providing services to the community and staff will be important.

Recovery Principles & Mission Statement

Recovery Principles

The City has outlined the following principles to help guide the process of recovery and rebuilding:

- The health, safety and well-being of the Louisville community, including City employees, is the top priority for the organization throughout recovery.
- All individuals will have access to resources that address both physical losses and mental/emotional needs.
- The City will work to support the economic health of our residents, businesses and our organization through the process of recovery.
- The City commits to working collaboratively across departments to ensure an efficient, effective, timely and successful recovery.
- The City commits to working collaboratively with our government partners and supports alignment of recovery efforts/goals.
- The City commits to working collaboratively with the private sector to ensure restoration of housing, critical infrastructure systems and services.
- Robust community engagement and response will be integral to the City's recovery process.
- All community members will have a voice in informing recovery efforts.
- The City will conduct post-disaster planning to reduce future risk and contribute to a more sustainable community.
- The City commits to increasing community resilience and our ability to adapt to changing conditions and recover swiftly from future disasters.

Recovery Mission Statement

The City drafted the following recovery mission statement to establish a commitment to the community and a City-wide recovery goal for staff:

The City of Louisville is committed to supporting our residents and bringing them home as quickly as possible. Our goal is to complete the debris removal for all properties by August 1, 2022 and allow residents to begin rebuilding as soon as possible.

We will dedicate the necessary resources to manage the increased workload and expedite installation of streets, sidewalks and utilities. We are working hard to make this happen and will do everything we can within our capacity to meet this goal. We will recover and rebuild together.

Recovery Phases & Milestones

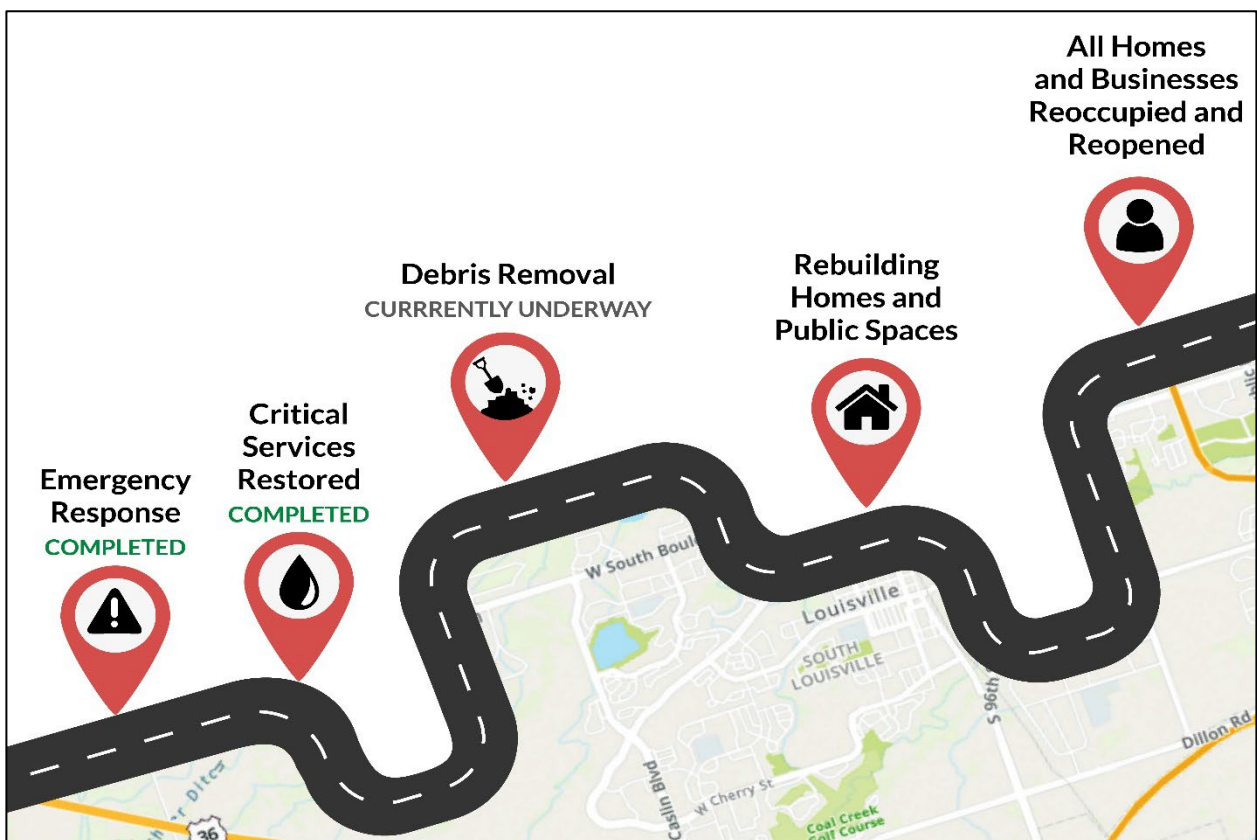
Recovery phases

Disaster recovery can be broken down into three phases: emergency response, short-term recovery and longer-term recovery. Emergency response is focused on the immediate aftermath of a disaster and measures taken for life/property/environmental safety. Tasks may include mobilization of emergency responders, implementing disaster response plans and managing resources.

Short-term recovery consists of those activities that begin immediately after the threat to life/property/environmental safety has subsided. Tasks may include restoring critical community functions, completing damage assessments and managing stabilization efforts.

Longer-term recovery is focused on rebuilding and resiliency. Tasks may include implementing recovery plans, providing status updates, managing expectations, identifying opportunities for mitigation and celebrating successes.

Major Milestones



Key milestones of recovery include:

- **Emergency Response** – The immediate aftermath of the disaster and measures taken for life, property, environmental safety. This may include mobilization of emergency responders, implementing disaster response plans and managing resources. This work is complete.
- **Critical Services Restored** – Restoration of City services like public safety, water and road access and coordinating with utilities on electricity, gas and telecommunications. City services have been restored and the City is coordinating with utilities to rebuild infrastructure.
- **Debris Removal** - Clearing public and private properties of fire-damaged materials and hazardous materials. This may occur through the coordinated debris removal program or independently with property permitting through the City's Planning & Building Department. The City's goal is to have all properties cleared by August 1, 2022.
- **Rebuilding Homes & Public Spaces** – Following completion of debris removal, property owners will begin the rebuilding process. Timing will occur on an individual basis as property owners work with architects, contractors, etc. The City will simultaneously work to repair public infrastructure that was damaged, including trails, parks, fences, landscaping, buildings, streets, sidewalks, vehicles and other property and infrastructure.
- **All Homes & Businesses Reoccupied and Reopened** – Recovery is complete when all residents are home and businesses have reopened. We are working hard to make that happen as quickly as possible.

Additional details on milestones can be found in the Recovery Milestones Chart.

Recovery Staffing

Recovery efforts may require a surge of personnel from regularly assigned positions in all departments to on-board additional duties, responsibilities and burdens in some instances for many months, if not years. Employees have disaster response or recovery as a portion of their job description due to the critical mission of their daily operational duties. Each employee has an assigned duty or will act in a role during disaster response and recovery as assigned by their supervisor, department head and/or the City Manager.

There are different types of personnel assignments in disaster response and recovery; (1) pre-assigned (2) just-in-time staffing and (3) gig work (term-limited full or part time staff). Pre-assigned personnel have a designated responsibility and will fulfill the duties of the role upon receiving official notice from supervisor. Department directors shall evaluate all personnel within their department and determine if there is a need for pre-assigned disaster roles.

Employees that can be re-assigned from their work area and placed into another department or function should also be identified. Department directors should consider training and exercise opportunities for staff to prepare for future disasters.

Just-in-time staffing occurs when the City Manager determines that personnel with a specific talent or skill need to be assigned to fill a need. Human Resources will send a request to employees as needed.

Gig work is a City-defined role for a full or part time term limited/temporary employee. Gig workers may work for up to 6 months and may work anywhere up to 40 hours per week.

Public Information



Communication guidelines

Community engagement begins early into a disaster and through public information using electronic media and press releases to create awareness of the situation. As impacts of the disaster are felt, information demands grow and traditional mass media forms of communication do not meet the community's expectations. Ultimately, the efforts to engage the community in disaster recovery connect to community values, incorporate affected sectors in the development of recovery strategies, clearly define actions and encourage community support from non-affected sectors.

The City is committed to developing communications that relay critical information to the community in a clear, concise, accurate and timely manner. Additional guidelines have been developed to help meet this goal.

- Messaging should be:
 - Clear, concise and accurate
 - Developed to avoid trauma triggers
 - Focused on recovery milestones
 - Effective in terms of sharing information and community engagement
 - Drafted for different audiences and their varying needs
 - Coordinated with other partners
 - Drafted to encourage compliance with City codes
 - Written to ensure City staff follow required processes
 - Drafted to reflect the current recovery phase and anticipated next steps
 - Developed to set and manage community expectations
 - Focused on the community's strength and support of one another

- Communications should be:
 - Issued within a reasonable timeframe of an update
 - Developed with opportunities for audiences to share feedback
 - Published on a regular basis to keep audiences up-to-date
 - Representative of all members of the Louisville community
 - Accessible to all members of the Louisville community
 - Targeted at specific neighborhoods depending on content
 - Developed to support recovery of the Louisville business community
 - Issued to share updates on City facilities/amenities
 - Aligned with regular City communications

Communication Channels

Information may be shared via the following communication channels:

- Mass notification system (Everbridge – managed by Boulder County)
- Public meetings
- Neighborhood liaisons
- City website
- Social media (Facebook, Twitter, Instagram, NextDoor)
- Monthly eNewsletter
- Department eNewsletters
- Quarterly print newsletter
- Email lists
- Utility bill inserts
- Events/programs
- Signage
- City radio station (FM 95.3 KLEP – managed by Louisville Police Department)
- Channel 8 (governmental access channel)
- Press release
- Press conference
- Electronic/print materials

Additional details can be found in the City's Recovery Communications Plan.

Tracking Recovery Progress

The involvement of each department is paramount to executing a successful recovery process following a disaster. In order to ensure a meaningful engagement of City resources and to fulfil their recovery roles and responsibilities, Departments should track their recovery progress. Each Department should determine appropriate key performance indicators (KPIs) for measuring their work throughout the recovery phases. Potential measures include:

- Properties lost/homes lost
- Properties applied for debris removal/demo permits issued
- Properties in which debris removal complete/lots cleared
- Rebuild permits applied for
- Rebuild permits issued
- Rebuild permits complete
- Properties reoccupied/reopened
- Properties opted into coordinate debris removal
- Properties pursuing private debris removal
- Parks damaged
- Parks rebuilt
- Trails damaged
- Trails rebuilt
- Fencing damaged
- Fencing rebuilt
- Infrastructure assessments completed
- Infrastructure repairs completed
- Costs for infrastructure repairs
- Percent of total cost per FEMA category

Recovery Roles & Responsibilities by Department

Roles and responsibilities for each Department are outlined below. For additional details on how Departments work together, see the City’s Recovery Organizational Structure.

Department	Roles/Responsibilities
City Attorney’s Office	Draft emergency rules & ordinance waivers, legal advice, intergovernmental agreements, records retention for emergency rules
City Clerk’s Office/Municipal Court	Coordinate City Council meetings, publish emergency rules/ordinances, records requests and retention, manage call center
City Manager’s Office	Coordinate recovery across departments, work with partner agencies, interface with public officials/ policymakers, draft emergency rules, coordinate City insurance claims, develop recovery communications and share information via City channels, coordinate messaging with staff and partner agencies, publicize events/ resources, share stories of hope/ support, photo retention
Economic Vitality	Business coordination, damage assessment for business districts, develop business support/resources
Finance	Purchasing oversight, manage reserves/ emergency funding, coordinate financial assistance, track/report recovery expenditures
Human Resources	Manage employee policies/procedures, support employee needs, assess workplace standards/regulations
Library & Museum Services	Support community through facility access/programming/events, damage assessment
Parks, Recreation & Open Space	Support community through facility access/programming/events, damage assessment, rebuild City infrastructure
Information Technology	Maintain infrastructure and identify technology needs, develop mapping, staff support
Planning & Building Safety	Lead citywide damage assessment, issue building permits, answer building code/land

	use/ planning/zoning questions, conduct inspections, manage land use related recovery functions
Police	Restrict access to unsafe areas, coordinate with partner agencies, manage public safety
Public Works	Lead City facilities damage assessment, coordinate debris removal, road/bridge inspection, emergency construction, coordinate with partner agencies, issue right-of-way permits, utility coordination, water/wastewater system management

Louisville
Community

Louisville City
Council

City Manager

Communications
and Messaging

Finance












Public
Infrastructure

Building and
Permitting

Community
Support

Disaster Recovery
Management



Recovery Milestone Description	Incident (Start)	Recovered (End)
Emergency Response		
Emergency response activated and sustained through incident period		
Impacted areas (complete and partial loss) secured, fenced, and signed for safety of personal and public property		
Short-Term Recovery		
Damage assessments completed, including soil, air, and water quality testing, for both private and public property		
Regional, State, and Federal partnerships established for support of residents, impacted businesses, recovery problem solving, and recovery funding.		
City staff developing reconstruction plans, procuring contractors, and tracking details to rebuild of public spaces.		
Debris removal funding and environmental clearance, and all private and public properties cleared for safe rebuild.		
Long-Term Recovery		
City permitting, ordinances, and internal policies adjusted or added to prepare for broader recovery process (policies for building back better)		
Recovery plans designed and enacted for rebuilding, disaster recovery financial management, economic vitality, and communications.		
All parks, trails, open spaces, and golf courses rebuilt and reopened.		
All homes, housing infrastructure, utilities, and streets rebuilt - certificates of occupancy granted		
All damaged and destroyed business spaces rebuilt and businesses reestablished.		
Closeout completed for all permits, grant funds, and recognition that the recovery cycle is complete.		