



**ORANGE  
COUNTY**  
NORTH CAROLINA

# Orange County COVID - 19 Long Term Recovery Plan

## Table of Contents

1. Disaster Recovery Framework
  - a. Overview
    - i. Purpose, Situation, Scope
    - ii. Limitations and Assumptions
    - iii. Process
    - iv. Structure
  - b. Roles and Responsibilities
  - c. Concept of Operations
  - d. Administration
2. Recovery Support Functions (RSF)
  - a. Recovery Core Capabilities and Definitions
    - i. Economic
    - ii. Health
    - iii. Human Services
    - iv. Housing
    - v. Cultural Resources
    - vi. Community Planning and Capacity Building

# Section 1: Disaster Recovery Framework

---

## 1. Overview

### a. Purpose

The purpose of the Orange County Disaster Recovery Framework is to provide a guidance to assist the Orange County community in achieving a focused, timely, and expeditious recovery from the pandemic. It is critical that recovery operations are coordinated in a manner that allows for the best use of resources and clear communications.

### b. Situation

Orange County is a moderately sized jurisdiction of 401 square miles and an average population size of 144,000 community members. It contains three municipalities; the Town of Carrboro, the Town of Chapel Hill, the Town of Hillsborough. Also located in Orange County is the flagship school for the University of North Carolina School System, UNC – Chapel Hill. UNC Health has two hospitals (one of which is a Level 1 Trauma Center) within Orange County.

This recovery plan is specific to the ongoing COVID-19 pandemic.

### c. Scope

This Framework is used for the pandemic response to COVID-19 and asserts that recovery will require a coordinated approach between all jurisdictions.

It utilizes a modified approach to the Federal Recovery Support Functions structures with jurisdictional representation to ensure full and coordinated response.

### d. Limitations

This framework does not specifically address FEMA Public Assistance or Individual Assistance programs. Additionally, Orange County is committed to making every reasonable effort to recovery from the pandemic. However, County resources and systems will need to vary from traditional disaster recovery operations as the response to the pandemic is ongoing.

### e. Assumptions

Planning assumptions that are applicable to recovery include but are not limited to:

Recovery takes time, often a very long time.

Pandemic recovery may require modified or changed approaches from traditional disaster recovery.

Recovery is challenging because the response may be concurrent and ongoing.

Depending on the incident, size, and impacts recovery to the pre-incident conditions may not be realistic, possible, or desirable.

The ability to efficiently coordinate and support recovery efforts is critical to the success of recovery.

The recovery structure must be flexible and scalable as recovery evolves as time passes.

A new reality, in some form, will emerge.

The focus/priorities of recovery change over time.

It will be a challenge to maintain continuity of institutional knowledge as recovery staff changes over the long duration of activities.

The engagement and/or support of the directly impacted community as well as the broader community will be critical to a successful recovery.

Past disasters have shown the depth of community involvement will be in direct relation to the recovery priorities and extent of human impact caused by the disaster.

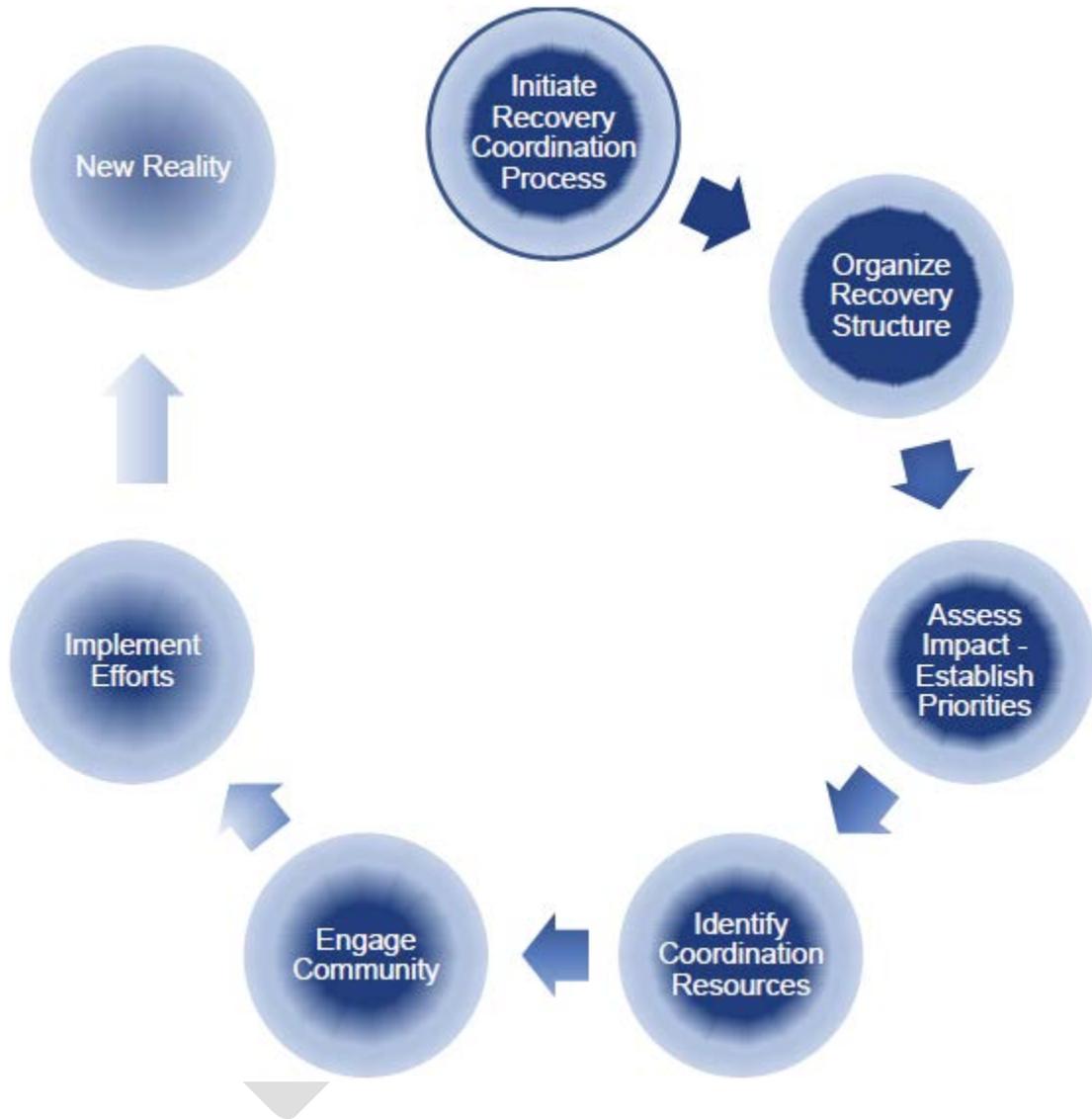
Recovery involves interdependences and priorities that will guide the development of recovery activities and the pathway forward.

Recovery is not a linear process.

Communication with the affected survivors, residents, and community is critical to build trust and support in the recovery process.

Funding recovery will be costly.

**f. Process**



Disaster recovery management engages the Whole Community, those directly affected and the larger area, through coordination and planning as part of the recovery process.



**g. Structure**

The Orange County Long Term Recovery Group will coordinate through leads and with internal and external partners as documented below.

Authority will be given to recovery leadership by the Multiagency Coordination Group.

The Orange County Long Term Recovery Group will be coordinated by a representative appointed by the MAC Policy Group.

Recovery Support Function	Disaster Recovery Position	Lead Orange County Department	Primary Focus
Multi-Agency Coordination and Policy Group	Oversight	Chief Elected Officials and Managers	Policy guidance
Recovery Support Function #1 Economic	RSF Leader	County/Towns Economic Development	Assessment and development

Recovery Support Function #2 Health	RSF Leader	Orange County Health Department UNC Health	Healthcare system, EMS, environmental assessment/risk guidance
Recovery Support Function #3 Human Services	RSF Leader	Orange County Department of Social Services	Mental health, unmet needs, social systems, advocacy, mass feeding and voluntary agency coordination
Recovery Support Function #4 Housing	RSF Leader	County/Town Housing Representatives	Housing needs and fair housing practices enforcement
Recovery Support Function #5 Cultural Resources	RSF Leader	Orange County/Town Arts Commission	Memorial and community involvement
Recovery Support Function #6 Community Planning and Capacity Building	RSF Leader	County/Town Planning and Inspections	Resiliency and capacity building
Recovery Support Function #7 Intergovernmental Affairs	Representatives	County/town Emergency Managers	Legal, financial, communications, community connection
Support	Coordinator	Appointed Member	Overall coordination

## 2. Roles and Responsibilities

### Leadership

- a. Orange County MAC Policy Group Members
  - i. Will provide elected official coordination and request support/funding from local, state, and federal representatives, guide overall recovery policy direction, and appoint/designate the members of the Orange County Long Term Recovery Group. Will support recovery efforts through allocation of resources as requested and able and will serve as recovery advocates with local, state, and federal elected leaders.

### Long Term Recovery Group Members

- a. Recovery Group Coordinator
  - i. Will coordinate the recovery team including information sharing, documentation, meeting facilitation, community outreach, stakeholder engagement, and other concerns as needed
- b. Recovery Support Function Leader
  - i. Will facilitate planning and tasks associated with their specific/authoritative area of recovery. It is recommended that each RSF identify a primary and an alternate leader for continuity of operations.
- c. RSF Support Agencies
  - i. Will participate in recovery planning and tasks as appropriate to the recovery priorities and their operational authority
- d. Jurisdictional Representation
  - i. Will participate in recovery planning and tasks as appropriate to the recovery priorities and serve as the liaison to internal municipal recovery groups and structures

### **3. Concept of Operations**

- a. General

Recovery is a lengthy process and will likely take years to complete and establish the post pandemic normal.

The concept for operations for recovery is to have a Long Term Recovery Group established to coordinate recovery efforts and projects as directed by the Long Term Recovery Group Coordinator and the authority and the policy guidance of the Multiagency Policy Group.

Recovery must be taken into consideration as soon as resources allow. The Recovery Group Coordinator will assess the disaster situation, identify priorities and resource needs, and establish a strategy for meeting the pandemic goal of recovery.

The Recovery Group will meet regularly to ensure a coordinate efficient recovery process.

Pandemic response and recovery are concurrent operations due to the size and complexity of the incident. The recovery phase will likely last years.

- b. Assessment

A thorough impact assessment is important to understand where capability exists and where recovery resource support is required. Only RSF's and positions that are directly supporting a recovery priority will activate, to minimize unnecessary use of limited resources.

Each RSF will identify:

- the incident impacts to their capability
- prioritized recovery goals specific to the RSF
- the tasks, resources, and policy decisions/actions required to achieve the goals
- the participants and/or dependencies with internal and external agencies required to reach the RSF goals
- The assessment is a rapid process designed to quickly consolidate data for coordination across RSFs and to guide the establishment of overall recovery priorities for leadership approval.

#### c. Strategy

Based on the findings of the impact assessment a documented recovery strategy supporting achievement of priorities and goals will be developed.

The strategy will be a fluid concept with the flexibility to meet the challenges and adjustments that are expected during recovery.

#### d. Community Engagement

The community should be engaged through a variety of methods including but not limited to:

- meetings (held virtually depending on current risk status and guidance)
- written correspondence i.e.: letters, email, or bulletins
- social media i.e.: Facebook, Twitter, or blogs
- input forums (electronic and in person)
- other methods as identified as meeting the needs of the community.

Engagement should be initiated as soon as possible and continue throughout the recovery process.

#### e. Meetings/coordination

The recovery team or office must meet, whenever possible, on a regular basis as consistent with recovery priority demands. For a recovery team this will most likely be weekly during the short term and possibly monthly during the long-term recovery process. Regular dedicated recovery meetings are critical to coordination, information sharing, and direction on priorities

and expectations. The meetings serve as the venue for identification of dependencies and at times resolution of competing priorities.

The meetings will be facilitated by the Recovery Group Coordinator with decisions and direction provided by the MAC Group. One of the key aspects of the regular meeting is to allow the RSF Lead and sub leads if appropriate the opportunity to present updates, briefings, and request for support to all of the primary recovery participants. Depending on the size of the recovery group, it may be possible to include all leads and sub leads at every meeting or it may be necessary to limit meetings to RSF Leaders, each incident will be unique and over time the meeting participants are likely to change.

f. Support

Resources include items that are part of everyday operations such as computers and phones, as well as specialty items such as plotters, safety equipment, or cameras.

The most critical resource to the recovery team will be that which supports the emotional/mental health of the team. Focusing on a disaster for a long period of time has affects that are not always seen, particularly ones that involve fatalities. The need for ongoing emotional care will be critical to the long term recovery group staff.

g. Tracking/reporting

All recovery activities must be documented, tracked, and status reports will occur on a regular basis.

Regular status reports to the MAC policy group should be provided to ensure progress towards recovery priorities and goals is occurring.

h. Financial tracking/reimbursement

Tracking the cost of recovery is key to understanding the financial impacts and in planning for potential future recovery needs from the current or new disaster situations. The ESF #7 intergovernmental Affairs Recovery Support Function will be the primary leading group for finance tracking and reimbursement.

i. Close out

Capturing the lessons learned, best practices, and development of plans based on recovery efforts is critical to the ability to improve and build capability for future disasters.

Each RSF and support agency will write a short debrief document explaining what they contributed to the recovery, tasks accomplished, critical milestone of recovery, and advice to future efforts.

j. Funding

A community giving fund will be established for community members to donate to the long term recovery group. This funding will be managed and executed by the Long Term Recovery Group based on the priorities set by the MAC Policy Group.

Additional funding may be made available through grants and other processes.

**4. Administration**

This Framework will be reviewed for updates or revisions as needed.

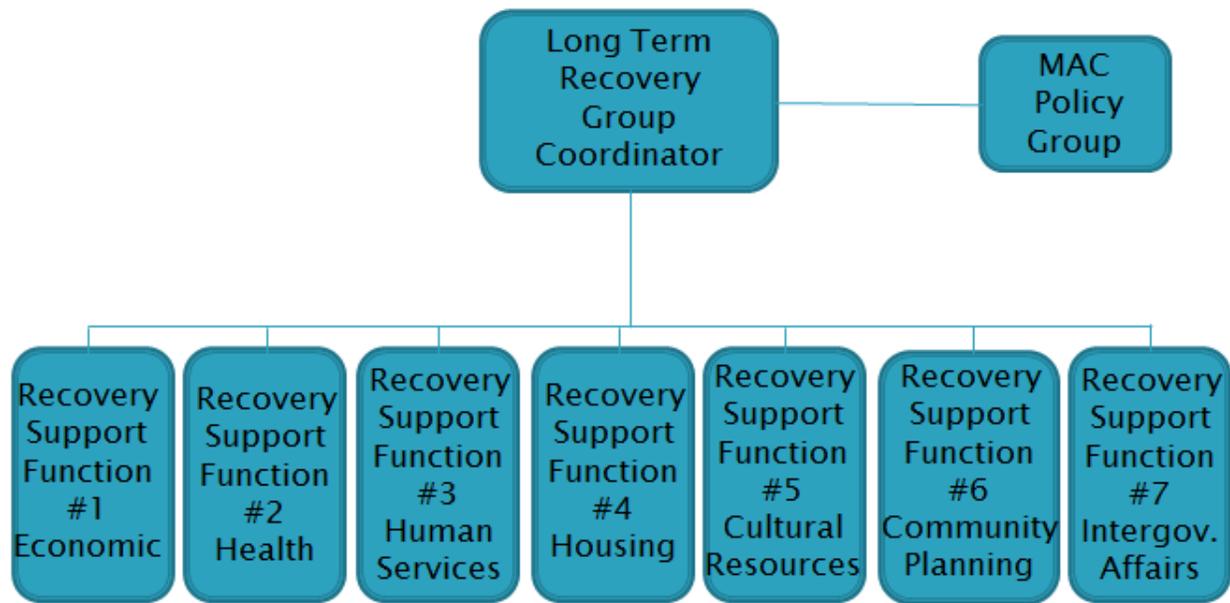
DRAFT

# Section 2: Recovery Support Functions

## 1. Recovery Core Capabilities and Definitions

Recovery Core Capabilities and Definitions	
Recovery Support Function #1 Economic	Return economic and business activities (including food and agriculture) and develop new business and employment opportunities that result in a sustainable and economically viable community
Recovery Support Function #2 Health	Restore, sustain, and improve health networks to promote the resilience, independence, health, and well-being of the community
Recovery Support Function #3 Human Services	Restore and improve social networks to promote the resilience, independence, emotional/mental health and well-being of the community. Implement feeding and social services solutions that effectively support the needs of the community and contribute to its sustainability and resilience
Recovery Support Function # 4 Housing	Restore and improve housing solutions that effectively support the needs of the community and contribute to its sustainability and resilience.
Recovery Support Function #5 Cultural Resources	Protect natural and cultural resources through appropriate actions.
Recovery Support Function #6 Community Planning and Capacity Building	Conduct a systematic process in the development of executable strategic, operational, and/or community-based approaches to meet recovery priorities.
Recovery Support Function #7 Intergovernmental Affairs	Responsible for intergovernmental coordination, financial administration, and public information

## Long Term Recovery Group (LTRG) Structure



## Recovery Support Function – Economic

**RSF LEAD:** *County/Town Economic Developers*

**Supporting Agencies:**

- Orange County DSS
- Orange County DEAPR
- Orange County Chamber of Commerce
- Orange County Visitor’s Bureau
- Chapel Hill Carrboro Chamber of Commerce
- Municipal Economic Developers
- NC Cooperative Extension
- US Small Business Administration
- Other agencies as applicable

Scope
The Recovery Support Function – Economic identifies the key policies, roles and responsibilities and capabilities associated with addressing immediate economic contingencies within the county, as well as preparing for near-, medium- and long-term economic recovery
Recovery Priorities
<ul style="list-style-type: none"> <li>• Address impacts of infrastructure damage to economic sustainability</li> <li>• Identify the status of human capital to sustain economic viability</li> <li>• Restore/rebuild the economic foundation of the affected areas as quickly as possible</li> <li>• Support critical businesses in pandemic recovery efforts</li> <li>• Identify opportunities for near and long-term economic growth and stability post-incident</li> </ul>
Role and Responsibilities
<ul style="list-style-type: none"> <li>• Helping address immediate economic needs resulting from the pandemic</li> <li>• Establishing communication and information-sharing forums for economic development and recovery stakeholders</li> <li>• Maintaining situational awareness to identify and mitigate potential recovery obstacles to economic recovery, both near and long-term</li> <li>• Coordinating and leveraging applicable agency resources for economic recovery activities</li> <li>• Supporting activities to return the local economy and business environment (including food and agriculture) to a new normal</li> <li>• Identifying and coordinating with other local, state, and federal partners to participate in the recovery process and to develop new business and employment opportunities that result in a sustainable and economically viable community</li> </ul>

DRAFT

**Recovery Support Function – Health**

**RSF LEADs:** ***Orange County Health Department  
UNC Health***

**Supporting Agencies:** Long term care facilities/skilled nursing facilities  
Congregate living facilities  
UNC Health  
OWASA  
Other agencies as applicable

<b>Scope</b>
The Recovery Support Function – Health identifies key policies, roles, and responsibilities and capabilities associated with the recovery of public health and medical functions in the county.
<b>Recovery Priorities</b>
<ul style="list-style-type: none"> <li>• Protect the health of the population and response and recovery workers from the longer term effects of a post-disaster environment.</li> <li>• Restore the capacity and resilience of essential health and social services to meet ongoing and emerging post-disaster community needs.</li> <li>• Promote self-sufficiency and continuity of the health and well-being of affected individuals; particularly the needs of children, seniors, people living with disabilities whose members may have additional functional needs, people from diverse origins, people with limited English proficiency, and underserved populations.</li> <li>• Reconnect displaced populations with essential health and social services.</li> </ul>
<b>Role and Responsibilities</b>
<ul style="list-style-type: none"> <li>• Maintaining situational awareness to identify and mitigate potential recovery obstacles to public health and medical recovery.</li> <li>• Identifying and coordinating with other local, State, Tribal and Federal partners to assess food, animal, water and air conditions to ensure safety.</li> <li>• Establishing communication and information-sharing forum(s) for Health RSF stakeholders.</li> <li>• Providing technical assistance in the form of impact analyses and support recovery planning of public health and health care infrastructure.</li> <li>• Coordinating and leverage applicable agency resources for health and medical services.</li> </ul>

## Recovery Support Function – Human Services

**RSF LEAD:** *Orange County Department of Social Services*

**Supporting Agencies:**

- Municipal social support coordinators
- Orange County voluntary agencies
- Orange County food banks
- Orange County Schools
- Chapel Hill Carrboro City Schools
- Inter-Faith Council
- Mental Health Service Providers
- Other agencies as applicable

<b>Scope</b>
The Recovery Support Function – Human Services identifies the key policies, roles and responsibilities, and capabilities associated with the recovery of human services functions within the County. This includes sheltering; feeding; addressing emergency needs; legal and financial needs of individuals and families affected; assessing and addressing the needs of vulnerable populations and veterans; assessing and addressing behavioral health (chemical dependency and mental health) needs of children, youth, adults, families, and responders; and coordinating on the delivery of long-term economic/workforce redevelopment and community resiliency building activities.
<b>Recovery Priorities</b>
<ul style="list-style-type: none"> <li>• Assess and address the immediate basic needs of the population.</li> <li>• Reconnect individuals and families with services to meet longer term recovery needs.</li> <li>• Address the long term recovery needs of response and recovery workers.</li> <li>• Restore the capacity and resilience of essential human services to meet ongoing and emerging post-disaster community needs.</li> <li>• Promote self-sufficiency and restoration/continuity of the behavioral health and well-being of affected individuals, particularly for members of vulnerable populations.</li> </ul>
<b>Role and Responsibilities</b>
<ul style="list-style-type: none"> <li>• Maintaining situational awareness and communication channels to identify and mitigate potential recovery obstacles to human services and behavioral health recovery.</li> <li>• Mobilizing and deploying Navigator System Partner staff.</li> <li>• Identifying and coordinating with other local, State, Tribal and Federal partners to assess basic and other human services and behavioral health needs to ensure safety and</li> </ul>

promote full recovery.

- Establishing communication and information-sharing forum(s) for Human Services/Behavioral Health RSF stakeholders and the public.
- Providing technical assistance in the form of impact analyses and support recovery planning of human services and behavioral health infrastructure.
- Coordinate and leverage applicable agency and partner resources for human services and behavioral health services.

DRAFT

## Recovery Support Function – Housing

**RSF LEAD:** *County/Town Housing Coordinators*

**Supporting Agencies:** Orange County Human Rights and Relations  
 Orange County Partnership to End Homelessness  
 Municipal housing support coordinators  
 Inter-Faith Council  
 Municipal Housing Departments  
 Other agencies as applicable

Scope
The Recovery Support Function – Housing identifies the key policies, roles and responsibilities and capabilities associated with addressing immediate housing solutions within the county, as well as preparing for near-, medium- and long-term housing recovery
Recovery Priorities
<ul style="list-style-type: none"> <li>• Restore the capacity and resilience of essential housing services to meet ongoing and emerging post-disaster community needs.</li> <li>• Identify opportunities for near and long-term housing support and stability post-incident</li> </ul>
Role and Responsibilities
<ul style="list-style-type: none"> <li>• Helping address immediate housing needs resulting from the pandemic</li> <li>• Establishing communication and information-sharing forums for housing and recovery stakeholders</li> <li>• Maintaining situational awareness to identify and mitigate potential recovery obstacles to housing support for recovery, both near and long-term</li> <li>• Coordinating and leveraging applicable agency resources for housing recovery activities</li> <li>• Identifying and coordinating with other local, state, and federal partners to participate in the recovery process and to develop housing solutions</li> </ul>

## Recovery Support Function – Cultural Resources

**RSF LEAD:** *County/Town Arts Commissions*

**Supporting Agencies:** Orange County Library  
 Orange County DEAPR  
 Municipal partners  
 Other agencies as applicable

Scope
<p>The core recovery capability for natural and cultural resources is the ability to protect natural and cultural resources and historic properties through appropriate recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resources laws. The Natural and Cultural Resources Recovery Support Function coordinates departments and agencies working together to provide information and assistance to communities seeking to preserve, protect, conserve, rehabilitate, recover and restore natural and cultural resources during recovery.</p>
Recovery Priorities
<ul style="list-style-type: none"> <li>• Address impacts of the disaster on natural and cultural resources.</li> <li>• Identify opportunities to leverage natural and cultural resource protection with hazard mitigation strategies.</li> <li>• Identify memorial options for community support and memorialization</li> </ul>
Role and Responsibilities
<ul style="list-style-type: none"> <li>• Works to leverage resources and available programs to meet local community recovery needs.</li> <li>• Coordinates cross-jurisdictional or multistate and/or regional natural and cultural resource issues to ensure consistency of support where needed.</li> <li>• Addresses government policy and agency program issues, gaps and inconsistencies related to natural and cultural resource issues.</li> <li>• Encourages responsible agencies at all levels of government and their private sector partners to support the local community’s recovery plan and priorities to meet the community’s needs.</li> <li>• Maintains robust and accessible communications throughout the recovery process between the County Government and all other partners to ensure ongoing dialogue and information sharing.</li> </ul>

## Recovery Support Function – Community Planning and Capacity Building

**RSF LEAD:** *County/Town Departments of Planning and Inspections*

**Supporting Agencies:** Orange County Planning and Inspections  
 Municipal planning departments  
 Orange County DEAPR  
 Other agencies as applicable

<b>Scope</b>
The Recovery Support Function – Community Planning identifies the key policies, roles and responsibilities and capabilities associated with supporting and building effective plans for managing and implementing whole community recovery efforts with a focus on resiliency.
<b>Recovery Priorities</b>
<ul style="list-style-type: none"> <li>• Identify opportunities for building resiliency into recovery efforts, including code, law, or regulation changes.</li> <li>• Develop whole community approaches to building back better.</li> <li>• Integrate Hazard Mitigation strategies into recovery/restoration efforts.</li> </ul>
<b>Role and Responsibilities</b>
<ul style="list-style-type: none"> <li>• Plan, manage, and implement a mitigation and resiliency focused rebuilding strategy.</li> <li>• Coordinate planning efforts by engaging the whole community in the process.</li> <li>• Establish communication and information sharing forum(s) for public, private, non-profit, and community stakeholders involved in community recovery.</li> </ul>

## Recovery Support Function – Intergovernmental Affairs

**RSF LEAD:** *County/Town Emergency Management*

**Supporting Agencies:** County/Town Finance Departments  
 County/Town Public Information Officers  
 Orange County Schools  
 Chapel Hill Carrboro City Schools  
 University of North Carolina at Chapel Hill  
 Other agencies as applicable

<b>Scope</b>
The Recovery Support Function – Intergovernmental Affairs identifies the key policies, roles and responsibilities and capabilities associated with intergovernmental coordination for community recovery. This includes financial tracking, public information, and broad recovery operations.
<b>Recovery Priorities</b>
<ul style="list-style-type: none"> <li>• Seek out sources of pandemic recovery funds, including grants and public-private partnerships that would help support implementation of recovery activities</li> <li>• Manage, track, and document funding sources</li> <li>• Ensure timely and coordinated public information messaging</li> <li>• Ensure coordinated recovery activities and address any coordination gaps that may arise as it relates to recovery</li> </ul>
<b>Role and Responsibilities</b>
<ul style="list-style-type: none"> <li>• Ensure coordinated recovery activities and address any coordination gaps that may arise as it relates to recovery</li> <li>• Pursue and manage recovery funding options</li> <li>• Coordinate planning efforts by engaging the whole community in the process.</li> <li>• Establish communication and information sharing forum(s) for public, private, non-profit, and community stakeholders involved in community recovery.</li> </ul>