

ESF 14 – Long Term Community Recovery

Purpose

Emergency Support Function (ESF) #14 addresses long-term disaster recovery issues. Specifically, it discusses:

- Economic assessment, protection and restoration
- Community recovery operations
- Mitigation analysis and program implementation
- Coordination with the private sector
- Coordination with State and Federal agencies providing assistance

For the purpose of this ESF, recovery activities are addressed based on one of two situations, pre-Stafford Act assistance and post-Stafford Act assistance. Stafford Act assistance refers to any assistance available under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288 as amended. This assistance, which is requested through the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), includes but is not limited to fire management assistance, emergency declaration assistance and/or major disaster declaration assistance.

Scope

This ESF Annex is designed to provide a flexible organizational structure capable of meeting the varied requirements of many emergency scenarios with the potential to require activation of the Sumner County Emergency Operations Center (EOC) and implementation of the SuCoEOP.

ESF-14 is a functional annex to the SuCoEOP and to the extent possible, information contained in other sections of the EOP will not be repeated in this document.

Long-term community recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when feasible.

Policies

ESF-14 applies to all agencies and organizations with assigned emergency responsibilities in the SuCoEOP.

Requests for federal disaster assistance will be predicated on the requirements outlined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288).

Concept of Operations

General

In general, the recovery operation begins once conditions in the disaster area stabilize and the immediate danger posed by an event has passed. Disaster-recovery operations require coordination at all levels of government, are supplemented by the efforts of volunteer organizations and private industry, and are conducted in accordance with established plans and procedures for administering disaster relief programs.

The ESF-14 Coordinator and supporting agencies will work to determine the need to develop and implement community recovery and economic stabilization strategies. Existing programs will be augmented and expanded to meet disaster needs.

The Sumner County Department of Emergency Management is the primary agency for providing ESF-14 technical assistance, resources and support during response activities.

Organization

When an emergency occurs, the Sumner County EOC will be activated to coordinate response and recovery activities.

Appropriate staff will report to the Sumner County EOC and other locations as requested, and respond as directed in the SuCoEOP and in supporting guidelines, procedures and checklists.

Following a major disaster, substantial government assistance from local, state and federal levels will be required to return the community to normal.

Damage Assessment Types

Timely and thorough disaster assessments will allow Sumner County to:

- Prioritize response operations
- Request mutual aid
- Alleviate human suffering
- Manage resources
- Minimize recovery time
- Document the need for State and/or Federal assistance
- Mitigate against future disasters
- Plan for long term recovery activities

Any of the hazards identified in the Sumner County Multi-Hazard Risk Analysis and Vulnerability Study could cause extensive public and private property damage creating a need for disaster assessments.

The Sumner County EOC will monitor, collect, process and maintain disaster assessment information reported from the field. Additional information may come from emergency repair crews, other Sumner County or city employees, business and industry, private citizens and/or the media.

Rapid Assessments

In most cases, a rapid assessment (or windshield assessment) will be completed within a few hours of the incident, while detailed assessments may take days or weeks. As additional information becomes available updates will be made to the Sumner County EOC and passed on through emergency management to KDEM.

A rapid assessment is a quick evaluation of what has happened and used to help prioritize response activities, allocate resources and determine the need for outside assistance.

During rapid assessments, emphasis will be placed on collecting and organizing information in a manner that will facilitate timely decision-making. This will allow both field personnel and the EOC to:

- Make informed operational decisions regarding public safety
- Set response priorities
- Allocate resources and personnel to the areas of greatest need
- Identify trends, issues and potential problem areas
- Plan for ongoing operations

It is anticipated that most rapid assessment information will be forwarded to the SuCoEOC from the field the by phone and radio. In most cases, enough rapid assessment information will come from first responders already in the field. But if the situation dictates, personnel may be deployed specifically to conduct damage assessments and to report information to the EOC as quickly as possible. For example, Sumner County CERT volunteer personnel have been trained by Sumner County Emergency Management to perform damage assessment duties.

If the nature of the incident dictates, rapid assessments will include structural safety evaluations to determine building integrity and ensure the safety of emergency responders. This type of technical guidance will be provided to first responders as long as necessary.

If necessary, rapid assessments will also include safety inspections of critical facilities and infrastructure, such as hospitals, the EOC, potential shelters, evacuation routes, and others as needed. Rapid assessments will also include utility safety checks for electric hazards and combustible gas. The structural integrity of emergency shelters and other emergency facilities will be determined by a team composed of representatives from the Sumner County Appraiser's Office, Sumner County Road & Bridge Department, the American Red Cross, fire departments and other essential personnel as identified by the EOC.

Based on information gathered during the rapid assessment phase, the ESF-14 Coordinator will decide when and where to conduct detailed disaster assessments.

Both rapid and detailed disaster assessments will consider private property damage (i.e., losses by persons and damage to residences and small businesses), as well as public damage (i.e., damage to infrastructure, including but not limited to roads, bridges, utilities, government facilities and private not-for-profit entities).

The rapid assessment will include information regarding the:

- Area or jurisdiction affected
- Known injuries
- Known fatalities
- Critical facilities damaged or destroyed
- Evacuations

- County emergency declared
- Mutual aid activated
- Any state or federal resources anticipated

Sumner County will work with the Kansas Division of Emergency Management (KDEM) throughout the disaster assessment process. The Sumner County Disaster Assessment Teams and the Sumner County EOC will use disaster assessment forms consistent with those developed by KDEM to ensure a standard reporting method is used and that all damage assessment activities are conducted in accordance with State and Federal requirements.

In most cases, the American Red Cross (ARC) will also conduct assessments to determine the immediate needs of people affected by the disaster. Sumner County will work closely with the ARC to share assessment information. Depending on the event, the ARC and members of the private sector may partner with Sumner County to conduct joint disaster assessments.

In rare cases, the scope and magnitude of the event may dictate an expedited disaster assessment to gather enough information to justify a request for a major disaster declaration. If a Federal declaration is made before detailed disaster assessments are conducted, the detailed damage assessment will become a part of the ongoing recovery process.

Detailed Disaster Assessment

A detailed disaster assessment is needed to document the magnitude of public and private damage for planning recovery activities and to justify the need for State and Federal assistance. A detailed disaster assessment is also necessary to meet the information needs of the public, elected officials and the media.

During detailed disaster assessments, emphasis will be placed on collecting and organizing information in a manner that will allow the SuCEOC to:

- Evaluate the overall total scope, magnitude and impact of the incident
- Prioritize recovery activities
- Plan for ongoing recovery and restoration activities
- Project the total costs of long-term recovery
- Document the need for supplemental assistance

Detailed disaster assessments will generally begin following the completion of response activities to protect life and property or will be completed as additional disaster assessment information becomes available. Depending on the magnitude of the disaster, a detailed disaster assessment could last for days or even weeks.

The EOC Team will decide when the situation allows for detailed disaster assessments. The Sumner County Engineer and County Appraiser will contact, organize, brief and deploy detailed damage assessment field teams in the unincorporated sections of the county. In the cities, the Mayor or designated personnel will make this determination. In most cases, field assessment teams will be deployed to the damaged areas to gather information and report it to the EOC for analysis and reporting.

In addition to field assessments, it may be necessary for the Sumner County Emergency Management Director to assign personnel to estimate projected disaster costs to determine the need for State and Federal assistance. For example, the total cost of a large debris removal and disposal operation may be projected based on formulas applied to data already gathered from the field.

Detailed assessments will include information regarding the:

- Number of persons affected in disaster area
- Number of persons evacuated
- Number of shelters open
- Number of persons in shelter
- Number of confirmed injured
- Number of confirmed fatalities
- Number of confirmed missing persons
- Number of homes and businesses with damage
 - Destroyed
 - Major
 - Minor
 - Affected
 - Uninsured loss

- Number of homes in flood plain
- Number of acres burned
- Number of critical care facilities damaged
 - Hospitals
 - Assisted living facilities

- Number of municipally or county owned facilities
 - Fire, police, city hall, schools
 - Road, bridge, infrastructure damage
 - Road closures

- Utility damage
 - Power
 - Water
 - Solid Waste Disposal
 - County declaration issued

There are two types of detailed assessments:

Private Property

- Detailed assessments on homes, apartment dwellings and businesses are needed to document the extent of damage to individuals, families and business.
- The number of private property damage assessment teams and team members required will be based on the scope and magnitude of the damage. Depending on the magnitude, the Kansas Assessment Team may be deployed by KDEM to conduct this assessment and placard buildings to indicate if they are safe to enter. The ESF-14 Coordinator will work with ESF-15 Public Information and External Communications Coordinator to ensure information regarding the meanings of inspection tags and markings are made available to the public.
- In addition to documenting the locations and extent of damage, the private property damage assessment teams should attempt to determine the socio-economic impact of the disaster on the affected community. For example, the loss of a major business or industry that creates a temporary unemployment situation.

Public Property

- Used to document the extent of damage to public facilities, roads, bridges, utilities and other publicly owned structures.

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- Public property damage assessment teams should be comprised of individuals with construction estimating skills who are familiar with determining damage to public buildings, roads, bridges and other infrastructure.
- The number of public property disaster assessment teams and team members required will be based on the scope and magnitude of the damage. When requested, KDEM representatives will accompany and assist with the public property damage assessment process.
- Public property damage assessment team leaders will be assigned based on the type of damage to be assessed. Depending on the type of disaster, teams will be organized by expertise to document damage.

Both private property and public property damage assessment teams will collect detailed information and document it on the forms included in this Annex. To the extent possible, photographs and video will be taken to provide documentation and historical references.

Depending on the nature of the disaster, a team of engineers and architects may be needed to assess the structural integrity of one or several buildings, as well as provide advice to emergency crews during initial rescue and recovery operations. In many cases, technical teams will be required to confirm initial damage assessments and determine the best course of action for repairs, demolition and/or rebuilding strategies. Kansas Division of Emergency Management may facilitate this by deploying a KAT member to the area.

Joint Preliminary Damage Assessments (PDAs)

Based on the extent of the damages, KDEM may initiate a Preliminary Damage Assessment (PDA). PDAs are joint local, State and Federal damage assessments used to document the need for supplemental Federal assistance. PDAs may be conducted to document the need for Individual Assistance (IA) Programs and/or Public Assistance (PA) Programs.

A Sumner County staff member will accompany all PDA Teams. In most cases, the staff member will have been a member of the Detailed Assessment Team and should be familiar with the damaged area(s). During a PDA, the role of the Sumner County staff member is critical, as they are to ensure all damage is observed and documented by KDEM, the Federal Emergency Management Agency (FEMA), the Small Business Administration (SBA) and any other agencies potentially providing assistance.

Based on the results of the PDA, KDEM may recommend that the Governor request a Presidential disaster declaration for Individual Assistance or Public Assistance, or both.

Sumner County will work with the KDEM to ensure all types of disaster assistance are considered during the PDA process. For example, if the extent of damage does not warrant a Presidential disaster declaration, the SBA may announce a declaration to make low interest loans available to individuals and small businesses. Or if the disaster warrants, other types of Federal disaster assistance may be available to a local jurisdiction, such as funds from the Federal Highway Administration's (FHWA) Emergency Relief Program to repair damaged infrastructure.

If Sumner County receives a Presidential Disaster Declaration based on a request from the Governor (*see ESF-5 Emergency Management for information regarding the declaration process*), several programs may be made available to assist Sumner County government, residents and businesses. Even without a Presidential disaster declaration, there are programs that may assist those affected by the disaster.

In some instances, local government may request immediate assistance from Federal agencies without a damage assessment, such as assistance from the Environmental Protection Agency

for Hazardous Materials incidents or the Corps of Engineers for flooding events – these instances are described in the appropriate ESF and Special Incident Annexes.

Environmental Assessment

Assessing damage to the environment from a chemical and/or radiological incident will be differentiated in the following categories:

- Damage to Containment Structures
 - Damage to chemical or radiological containment structures will be handled by specifically trained hazardous material technicians or radiological specialists (*Refer to ESF-10 Hazardous Materials*).
- Contamination
 - Contamination of water, air, food, and exposed populations or animals will be determined by city or county environmental specialists and/or hazardous material technicians with specialized training and equipment to make those determinations.
- Biological
 - In cooperation with Kansas Department of Health and Environment (KDHE), local hospitals, and other regional health departments, the County Health Department will provide disease monitoring. In addition, the County Health Department will coordinate the collection and testing of biological samples with KDHE and the Center for Disease Control (CDC) (*See Biological Incident Specific Annex*).

The Sumner County Health Department will be responsible for inspecting food preparation and food and water supplies and assess the overall sanitation and living conditions in emergency facilities.

Notifications

The Sumner County Emergency Management Director, or designee, will notify the Lead, Support and Partnering agencies as necessary and request that appropriate representatives report to the EOC. These representatives will form one or more recovery teams to assist the ESF-14 Coordinators.

During major events, the Emergency Operations Center (EOC) will have been activated for the response and short-term recovery phases of the emergency and will continue to be used for transition into longer-term recovery activities. Ongoing activities related to the implementation of ESF-14 may be coordinated from other locations.

Actions

Preparedness

- Maintain this ESF Annex and its attachments
- Ensure all personnel are aware of their emergency responsibilities
- Develop and maintain standard operating guides and checklists to support ESF #14 activities
- Ensure personnel notification and call-up lists are current

Response

- Notify and activate personnel as required by the event
- Send representatives to the Sumner County EOC as requested
- Work with the private sector to ensure the disaster related needs of the business community are met
- Conduct other specific response actions as dictated by the situation

Recovery

- Continue to work with all individuals and organizations affected by the event.
- Support community recovery activities.
- Work with the State and Federal government to administer disaster recovery programs.
- Schedule after-action briefings and develop after-action reports.
- Develop and implement mitigation strategies.
- Make necessary changes in this ESF Annex and supporting plans and procedures.

Prevention

- Participate in the hazard identification process and identify and correct vulnerabilities.

Direction and Control

During major events, the Sumner County Emergency Operations Center (EOC) will have been activated for the response and short-term recovery phases of the emergency and will continue to be used for transition into longer-term recovery activities. Ongoing activities related to the implementation of ESF-14 may be coordinated from other locations.

The ESF #14 Coordinator will:

- Work to establish a partnership with business and industry to help ensure all available programs are implemented to assist with economic stabilization and recovery.
- Serve as liaisons to State, Federal, volunteer and private agencies providing assistance and implementing recovery programs. Depending on the type, scope and duration of the event, these agency representatives may become critical members of the County's recovery team.
- Work with State and Federal officials ensure that mitigation initiatives are considered in rebuilding and redevelopment when feasible and practical.
- Coordinate with neighborhood groups and volunteer agencies to ensure community needs related to the disaster have been identified and appropriate local, State and Federal assistance is made available to address important community issues.

Responsibilities

All Tasked Agencies will:

- Develop applicable standard operating procedures, guidelines and/or checklists detailing the accomplishment of their assigned functions.
- Use "plain text" when communicating by radio transmission during disaster situations.
- Provide ongoing status reports as requested by the Long-term Community Recovery and Mitigation Coordinator.
- When requested, deploy a representative to the EOC to assist with long-term community recovery and mitigation activities.
- Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.

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- Document all costs and expenses associated with response and recovery activities taking care to clearly segregate disaster related work in the event that reimbursement becomes available from the state and federal government.
- Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities.
- Perform other emergency tasks as needed or assigned.

The ESF-14 Coordinator responsibilities include but are not limited to the following:

Pre-Emergency

- Recruitment of dedicated and semi-professional volunteers to assist in damage assessment efforts.
- Training for members of a county damage assessment team.

During the Emergency

- Establish point of contact with local officials to determine areas affected and extent of damage.

Post Emergency

- Alert and activate the damage assessment teams and provide briefings for the following:
 - procedures, checklists and forms
 - point of contact in the affected area
 - specifics of the disaster
 - schedule for receiving assessment information
 - provide updated information to Executive Staff
 - coordinate with the Public Information Officer to keep public informed of hazardous conditions regarding bridges, roads and buildings
 - coordinate with the County Engineer for posting unsafe buildings, roads and bridges
 - coordinate with the Executive Staff for the priority of restoration of public facilities and tracking of those facilities for possible mitigation projects
 - coordinate with the County Engineer and County Appraiser and, if appropriate, local volunteer historical societies as well as the State Historical Society for the possibility of demolishing/restoring buildings on State or National Historic Registries
 - coordinate with cities within Sumner County to ensure the adoption and implementation of measures regarding their existing land use and construction standards
 - assist in preparation of damage assessment reports to forward to the State
 - provide property assessments of damage properties

Roads and Bridges

Damage assessment of county roads, bridges and culverts will be accomplished by the County Engineer/Township boards. Assessment of damage to city streets will be accomplished by the appropriate city street departments.

Utilities

Public utilities are assessed for damage by the appropriate utility providers. This information is to be reported to the Sumner County EOC for inclusion in reports to the State.

Code Compliance

The Sumner County Planning & Zoning Department is responsible for ensuring compliance of existing codes for the repair of damaged structures in the unincorporated areas of the county and for county buildings.

Planning and Zoning also acts as the mitigation official by directing the conformity of building in flood plains and other known hazardous areas.

Private Business and Individuals

Damages sustained by private businesses and individuals are determined by the owners of the property and their insurance representatives. Damage assessment conducted by county, city or American Red Cross representatives are for the purpose of determining extent of damage only and numbers of people affected and are not an indication or promise of federal aid.

Private appraisers, insurance adjusters and others may obtain damage assessment reports for specific properties from the Damage Assessment Coordinator. Such information will be limited to that necessary to assist them in expediting the adjustment of claims.

Agriculture

The Sumner County Extension Office in coordination with the Agricultural Stabilization and Conservation Service (ASCS) is responsible for conducting an assessment of agricultural damages. This information is passed to the State's Department of Agriculture.

Administration and Support

Support

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county, and/or field deployed command posts to the Sumner County EOC, from there they will be requested from responsible representatives in the State Emergency Operations Center (SEOC), and as required to other states or the federal government for assistance support.

Agreements and Understandings

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures. The Proclamation of a State of Local Emergency by the Sumner County Board of County Commissioners or a State Disaster issued by the Governor may suspend selected rules and regulations that affect support operations. The primary agency will determine the specific impact of the situation and inform the ESF group members.

Status Reports

The primary agency and the Sumner County Emergency Operations Center will maintain status of all outstanding assistance requests and unresolved ESF-related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

Expenditures and Recordkeeping

Each ESF agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines.

The first source of funds for expenditures by agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be from local budget funds such as the County General Fund.

Critiques

Following the conclusion of any significant emergency event/incident or exercise, the primary agency representative will conduct a critique of the group activities during the event/incident/exercise.

Support agencies will provide written and/or oral inputs for this critique and the primary agency representative will consolidate all inputs into a final report and submit it to the Sumner County Emergency Management Director.