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ESF 14 – Long-Term Community Recovery

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ESF 14 – Long-Term Community Recovery

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ESF 14 Public Safety and Security Tasked Agencies	
Primary Agencies	Klamath County Buildings Maintenance Department Klamath County Emergency Management Agency Klamath County Public Works Department Klamath County Assessor’s Office Klamath County Community Development Department
Supporting Agencies	Klamath County Board of Commissioners Klamath County Public Health Department Klamath County Mental Health Department Klamath County Park Department Klamath County Sheriff’s Office Water Districts Other Utility Districts
Adjunct Agencies	Oregon Department of Agriculture Oregon Department of Environmental Quality Oregon Department of Human Services, Public Health Division Oregon Department of Transportation Oregon Emergency Management Federal Emergency Management Agency Federal Highway Administration Small Business Administration U.S. Army Corps of Engineers U.S. Department of Agriculture U.S. Department of Transportation American Red Cross

1 Purpose and Scope

Recovery is defined as actions carried out during or after an emergency which are required to return the jurisdiction to a normal or better than normal condition. This could include reconstruction of roads and government buildings as well as securing financial aid for disaster victims.

The purpose of this document is to provide a framework for developing a comprehensive recovery plan and for managing successful recovery activities after a disaster or emergency.

2 Policies and Agreements

Klamath County follows additional policies as outlined in the following state guidance materials:

- State of Oregon Disaster Recovery Guidebook

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3 Situation and Assumptions

3.1 Situation

- Disaster recovery typically lasts much longer and costs significantly more than preparedness and response activities.
- Recovery activities may continue long after the Incident Command Post and the Emergency Operations Center (EOC) have been closed, requiring the activities to be coordinated and managed from a different location.
- The recovery process can be split into long-term and short-term activities, but some activities can occur in both. Also, there is no clear distinction of when short-term recovery activities end and long-term begins.
- Short-term recovery returns vital life support systems to at least minimum operating standards and people's immediate needs are met.
- Long-term recovery may go on for years until the entire disaster area is completely redeveloped, either as it was before the disaster or for entirely new purposes.

3.2 Assumptions

- Depending on the type and scope of the incident, federal resources and/or funds may be available for public and/or private (individual and businesses) assistance.
- A long-term recovery plan will be developed based on the impacts of the specific disaster or emergency, the duties and responsibilities outlined in the other functional annexes and hazard specific appendixes to this plan and the planning considerations addressed in this annex.
- Long-term recovery planning and activities could include mitigation efforts to reduce the potential hazard of similar disasters in the future.
- Depending on the incident it may be more appropriate for some recovery functions to be tasked to a specific County department rather than an EOC section.

4 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

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As response activities are completed the management of and responsibility for recovery operations could transition from the IC/EOC to an established Recovery Management Team or Office.

Establishment of a Recovery Management Team and transfer of recovery responsibilities from the IC/EOC to the Team will be the responsibility of the Policy Group. To avoid duplication of efforts, this transition should not occur until all response-specific activities have been completed.

4.2 Task Assignments**4.2.1 General**

- While the EOC is still activated, the initial development of a Recovery Plan will be the responsibility of the IC, but may be delegated to the Planning Section Chief.
- Depending on the incident, it may be more appropriate for some recovery functions to be tasked to a specific County department rather than an IC or EOC Section. The tasked Department will keep the IC apprised of their recovery activities.
- Responsibilities for specific recovery functions are as assigned in the other functional annexes and the hazard appendixes, unless specifically re-assigned in the Long-term Recovery Plan.
- Functions, tasks and responsibilities not addressed in the Emergency Response and Recovery plan will be covered in the Long-term Recovery Plan.

4.2.2 Incident Commander or Recovery Team Manager

- **Administration:** Provides guidance for the administration and management of departmental and recovery functions during disasters and emergencies.
- **Direction and Control:**
 - Provides for the assignment and coordination of responsibilities for management of disaster recovery activities.
 - Organizes incident debriefings and critiques.
- **Recovery Management:**
 - Provides for overall management of recovery activities. Develops strategic goals and policy directives to guide both short and long-term recovery.

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- Keeps elected officials informed of the situation and provide advice on required decisions and appropriate actions.
- Ensures accurate public information is disseminated.
- Provides for the safety and welfare of the public and recovery personnel.

4.2.3 Operations Section Chief

- **Direction and Control:** Develops and implements tactical goals for recovery operations.

4.2.4 Other Functions

The following recovery functions may be assigned to a County Department or an ICS Section or Branch:

- **Demolition:** Ensures that appropriate policies, agreements, and procedures are in place to facilitate the demolition of public and private structures considered unsafe for habitation or declared an imminent hazard.
- **Rezoning and Land Use:** Ensures ordinances, policies, and procedures are in place to allow expeditious zoning and land use decisions following a disaster. Includes procedures for building moratoria, fast track permitting, permit restrictions and fee waivers and coordination and oversight of repairs to historic buildings.
- **Business Resumption:** Provides policies and procedures to facilitate the re-establishment of normal commercial business activities following a disaster. Includes policies/procedures for deferral of taxes and fees, availability and use of grants, disaster assistance applications and relocation guidance.

5 Concept of Operations

This section of the plan will encompass a list of the issues pertaining to this portion of the plan as well as provide a brief explanation of each of those issues. Additionally, there will also be a breakdown of the planning considerations and an explanation of each item.

5.1 Recovery Functions

- **Administration:** Provides policy and guidance for administration and management of departmental and recovery functions during disasters and emergencies.
- **Continuity of Government:** Provides for the preservation, maintenance, and/or reconstitution of the government's ability to carry

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out its executive, legislative, and judicial processes. Includes preservation of lawful leadership and authority, prevention of unlawful assumption of authority, and prioritization and maintenance of essential services.

- **Legal Program Management:** Ensures all of the County's criminal and legal obligations are met. Provides legal guidance and assistance for disaster recovery activities. Includes assistance with preparation of disaster related declarations, rendering opinions regarding planned/proposed actions and interpreting regulatory actions of other jurisdictions (e.g., state or federal).
- **Financial Management:** Provides guidance and procedures for disaster cost documentation and contingency funding for recovery activities including restoration of government services.
 - Items of concern may include paying bills, meeting payrolls, and maintaining or establishing contractual relationships.
 - Also assesses disaster impacts on municipal bonds and insurance, examines taxation issues such as property reassessment and coordination of cost recovery activities including grant applications for government entities.
- **Environmental Services:** Provides environmentally based, technical information and support for management of recovery activities. Includes assistance and advice on air quality, soil conditions, natural resources, weather, river levels and advice on solid waste disposal and environmental permitting.
- **Human Resource Management:** Provides for coordination of human resource support during disaster recovery activities. Includes assistance with staffing of the Emergency Operations Center (EOC) and other coordination centers (e.g., phone banks), coordination of county volunteers (including multi-lingual services), continuation of employee assistance and family contact/support programs and employee education regarding disaster reimbursement policies.
- **Dignitary/VIP Coordination:** Provides for coordination of dignitary/VIP visits during disaster recovery activities. Arranges schedules and logistics, provides escort, ensures appropriate protocols are followed and coordinates with impacted/interested staff.
- **Volunteer Coordination:** Provides for recruitment, training, registration, certification, assignment, and recognition of volunteers.
- **Donation Management:** Provides for the coordination of donations to disaster victims, including informing the general public, through the

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Public Information Officer, of specific items needed. Works with businesses, private non-profit organizations, churches, and private citizens to manage receipt, sorting, transport, and delivery of donated goods and services.

- **Direction and Control:** Provides for the assignment and coordination of responsibilities for management of disaster recovery activities. Organizes incident debriefings and critiques.
 - Develops and implements tactical goals for recovery operations.
 - Develops and implements procedures for maintaining County/department daily operations and services.
- **Recovery Management:** Provides for overall management of recovery activities. Develops strategic goals and policy directives to guide both short and long-term recovery. Keeps elected officials informed of the situation and provides advice on required decisions and appropriate actions. Ensures accurate public information is disseminated. Provides for the safety and welfare of the public and recovery personnel.
- **EOC Management:** Provides for management of the EOC and coordination with other jurisdictions. Includes development and implementation of EOC policies and procedures, preparation of staffing plans and management of the EOC staff.
- **Communications/Automation:** Provides the communications and automated data processing abilities for direction and control of recovery activities as well as for continued daily operations. This includes identifying actions to protect current resources, procedures for prioritizing and sharing limited resources, and identifying additional resources for procurement. Communications/Automation resources include, but are not limited to county/city and amateur radio equipment and operations, facsimile machines, telephones, cellular phones, copiers and computers.
- **Public Information:** Provides channels for educating the public on actions to take during the recovery period. Collects, controls, and disseminates public safety, public service and general assistance information. Minimizes the impact of misinformation, rumors, etc. Organizes "Town Hall" meetings. Coordinates within own agency staff, other agencies, the EOC, public information phone centers, and the media.
- **Resource Management:** Provides for coordination of the materials, personnel, equipment and facilities for disaster recovery activities.

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- **Law Enforcement:** Provides for the protection of lives and property by maintaining law and order. Also provides for traffic and crowd controls, access control, re-entry and security.
- **Infrastructure Management:**
 - Repair/restoration: Prioritizes essential public facilities and provides for coordination of personnel and resources necessary to make temporary or permanent repairs to them.
 - Relocation: Includes locating and leasing temporary Office and storage space and the retrieval of needed resources from damaged buildings.
- **Engineering/Construction:** Provides technical advice and evaluations, engineering services, construction management and inspection and contracting services during the disaster recovery period.
- **Damage Assessment:** Ensures that procedures and expertise are available to assess the safety and serviceability of essential government facilities (e.g., ICP's, EOC's, shelters, hospitals, police and fire stations, schools, highways, bridges, airports, public works etc.), commercial buildings and residential occupancies. Establishes building/structure accessibility/usability.
- **Debris Management:** Provides for the removal, temporary storage, and disposal of disaster-related debris including hazardous and other contaminated materials. Coordinates with waste haulers, transfer stations, landfill sites and other disposal facilities.
- **Demolition:** Ensures that appropriate policies, agreements, and procedures are in place to facilitate the demolition of public and private structures considered unsafe for habitation or declared an imminent hazard.
- **Rezoning and Land Use:** Ensures ordinances, policies, and procedures are in place to allow expeditious zoning and land use decisions following a disaster. Includes procedures for building moratoria, fast track permitting, permit restrictions, fee waivers and coordination and oversight of repairs to historic buildings.
- **Transportation:** Provides transportation (road, rail, water, and air) for personnel, equipment, and supplies to perform disaster recovery activities. Includes maintenance and repair of transport vehicles. Also provides for public transport for dislocated citizens and for coordination of public transportation systems during recovery activities.

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- **Mental Health/Counseling:** Provides for social and psychological counseling for disaster victims, emergency service workers, and disaster recovery workers.
- **Temporary and Long- Term Housing:** Provides for relocation of citizens displaced by a disaster and ensures that housing is available throughout the recovery period.
 - Emergency housing: (Response) the housing of displaced persons for a short period of time.
 - Temporary housing: Refers to temporary quarters for displaced people to live until permanent housing can be found for them.
 - Long-term housing: permanent replacement housing.
- **Animal Control/Sheltering:** Provides policies and procedure addressing animal control and sheltering following a disaster. Includes sheltering, feeding, and release of pets, livestock and wild animals.
- **Disaster Assistance:** Provides policies and procedures for and information concerning federal, state, local, private and non-profit disaster assistance programs.
- **Business Resumption:** Provides policies and procedures to facilitate the re-establishment of normal commercial business activities following a disaster. Includes policies/procedures for deferral of taxes and fees, availability and use of grants, disaster assistance applications and relocation guidance.
- **Utilities:** Provides for the facilitation and coordination of efforts to fully restore utility services following a disaster. Includes phone, power, water, cable, and sanitation.
- **Preservation of Records:** Provides guidance, information and procedures for the salvaging of damaged vital records and documents as well as the restoration of information and record systems.

5.2 Planning Considerations**5.2.1 Information Needs**

A variety of information is needed to ensure a comprehensive recovery plan.

- **Damage Assessment**
 - Critical facilities assessment
 - Initial assessment (Situation assessment)

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- ATC 20/Occupancy inspections
- PDA (Federally-declared disasters)
- Detailed Assessment (Federally declared disasters)
- **Personal Needs Assessment** - The personal needs assessment is typically conducted by the American Red Cross and provides basic information on the extent of the impact the incident had on the general public.
- **Economic and Job Base Assessment**
 - Analysis of major employers
 - Determine major employers
 - Manufacturing facilities
 - Service based businesses
 - Agricultural businesses
 - Commercial and retail establishments
 - Request information on their likelihood of resuming business, when resumption may occur and at what percentage of former capacity.
 - Assess need for economic base and job generation activities.
 - Develop partnerships with business representatives to pursue sources of public and private assistance for small businesses.
 - Assess impact on public and private finance
 - Estimate remaining tax base
 - Revise estimates of revenues
 - Estimate costs of disaster generated projects and activities
 - Identify likely sources of disaster funds
 - Determine impact on revenues if property tax assessments are revised based on degree of damage sustained

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- Project revisions to current and next year's budget
- Identify potential means of increasing revenue.

■ Public Information Needs

- Identify recovery information that needs to be passed on to the public.
- Identify/develop means of providing the necessary information.
 - Media
 - Flyers
 - Public address systems
 - Door to door
 - Special editions of the County newsletter
 - "Town Hall" meetings
 - Establish information centers around the county where information can be posted and where people can go and ask questions.

■ Assistance needs

- Identify functional areas that may require city, state or federal assistance to complete recovery activities. Such activities may include:
 - Debris removal
 - Demolition
 - Building Inspections
 - Hazardous materials removal and disposal
 - Temporary housing
 - Law enforcement and security

5.2.2 Recovery Administration

- Existing plans (i.e., Economic Development, Capital Improvements, Mitigation) should be incorporated as much as possible into the redevelopment portion of the recovery plan.
- Submit appropriate reports to the state.
- Evaluate the County's ability to deal with and manage recovery.

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- Review current organizational mechanisms and determine if any new ones are needed (e.g., housing authority, redevelopment authority, recovery management office or team).
 - Identify additional requirements on County staff land services that may require augmentation of existing staffing levels with additional hires of full or part time employees or the contracting for the services of private vendors.
 - Permitting
 - Data entry into GIS or other county information systems
 - Building/code inspections
 - County representation at the numerous meetings with Federal, State officials as well as local residents and business organizations, to address recovery progress and concerns
 - Identify consultants and other specialists that could augment county staff to pursue grant assistance funds or support other specialized functions.
 - Identify mitigation measures that could be taken or must be taken (e.g., building codes and land use regulations) during recovery.
 - Facilitate involvement of Business and Industry In the recovery process.
- Documentation, especially records of expenditures, needs to be maintained.
 - Identify changes to policies, procedures and the County Code that would be necessary to facilitate an effective recovery process.

5.2.3 Building and Construction

- Create or revise building codes and standards as needed to conform to redevelopment and mitigation plans and any other government requirements. Code revisions and compliance with the revisions may be essential to ensure continued eligibility for future disaster assistance from the state and federal governments.
- Explain and enforce the new standards.

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- Develop means to license, monitor and otherwise "control" the large numbers of contractors that will be operating in the county on both new constructions and repairs.
- Identify how to manage the increase demand on the permit process.

5.2.4 Housing

- Identify, condemn, secure and demolish unsafe homes and multi-residential buildings.
- Assess amount of unstable housing
- Identify sources of temporary housing units.
- Identify sources of permanent housing units.
- Determine changes that may be needed to existing codes and ordinances to:
 - Ensure reconstruction is done in accordance with the appropriate ordinances, standards and plans.
- Protect renters from unwarranted displacement and/or financial hardship as a result of unlawful or unfair actions by landlords.
- Include development of low and moderate income housing in redevelopment plans.
- Determine possibility of reductions in property tax assessments based on degree of damage sustained.
- Take into consideration past social and neighborhood patterns.
 - Recognition of previous housing patterns
 - Preferences of former residents regarding street and neighborhood patterns.
 - Priorities for former residents to return to reconstructed neighborhoods

5.2.5 Businesses

- Based on incident information, county plans and ordinances identify usable business locations and establishments.
- Consider temporary zoning exemptions in areas where businesses could set up temporary operations while their permanent facilities are being repaired/rebuilt.

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- Identify the availability of government assistance to aid impacted business, and pass the information on to business owners.

5.2.6 Health, Welfare and Public Assistance

- Estimate the need for Social and Health (physical and mental) services and determine possible providers of the service.
- Estimate need for welfare, food assistance and unemployment benefits.
- Identify potential sources for funding for services, as needed.

5.2.7 Environmental and Ecological

- Air quality versus open-air burning
- Verifying water quality from wells and reservoirs and ensuring adequate supplies of potable water available
- Handling of solid wastes
 - Debris removal and resumption of normal solid waste pick-up and recycling services
 - Use of temporary transfer sites, debris reduction sites and the possible need for additional landfill space
 - Identifying and remediating contaminated soils
 - Collection, containment, identification and disposal of hazardous materials, including household products, industrial waste, and biohazard materials
 - Collection and disposal of animal remains
 - Assessment and recovery options for affected natural resources (wildlife, fish, plants)

6 Direction and Control

Command and control will be exercised as provided in the Basic Plan of the Klamath County EOP.

7 Continuity of Government

Lines of succession to each department head are according to the standard operating procedures established by each department.

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Every agency providing support will maintain records of the operations, including cost records that can be used after the emergency to obtain reimbursement from state or federal sources.

9 ESF Development and Maintenance

- The Emergency Manager is responsible for maintaining this annex.
- Each agency will develop SOP's that address assigned tasks.

10 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Klamath County Hazard Mitigation Plan
- State of Oregon Disaster Recovery Guide
- State of Oregon Natural Hazards Mitigation Plan
- State of Oregon Emergency Operations Plan, ESF 14 – Long-Term Community Recovery
- National Response Framework, ESF 14 – Long-Term Community Recovery

11 Appendices

- Appendix A - Federal Cost Reimbursement Forms
- Appendix B - Initial Damage Assessment Report Form

Appendix A - Federal Cost Reimbursement Forms

Contract Summary Record

Employee Payroll Data

Equipment Inventory Form

Force Account Equipment Record

Force Account Labor Record

Force Account Materials Summary Record

Rented Equipment Record

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Appendix B - Initial Damage Assessment Report Form

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