

## ESF 14. Long-Term Community Recovery

### 1. Purpose

This annex provides an overview of the general process to be followed in recovering from the economic results of a natural disaster or other major emergency that may impact Coos County. It outlines the immediate steps to be taken to request state and federal assistance and the type of assistance that may be available. To be most effective, this annex should be utilized in conjunction with the State of Oregon Disaster Recovery Assistance Guidebook and Coos County EOP Support Annex 3, Damage Assessment and Disaster Recovery.

Coos County government is primarily responsible for providing assistance to the population of unincorporated Coos County. Coos County government also supports local governments and special purpose districts on a regional basis by coordinating recovery resources. Disasters that may require recovery include but are not limited to: damaging floods, earthquakes, weather related events, civil disorder, terrorist activities and hazardous material incidents.

### 2. Situation and Assumptions

#### 2.1 Situation

- Recovery efforts in Coos County are largely dependent on the nature of the disaster and the degree of damage experienced or population affected. The event may require a small number of county agencies or it may involve every department of Coos County.
- For large disaster events requiring response and recovery, the EOC will be activated for the response phase, and will transition into the recovery phase.
- In the event of a severe earthquake that compromises the EOC structure, another location will be chosen from available, safe structures. Other events that may cause response and recovery operations to be relocated include hazardous materials release, fires, bomb threats, and terrorist activities.
- Disasters affect public entities and the private sector. Resources available for recovery are established by private and public categories.
  - Private:
    - Individual
    - Associations
    - Clubs and Businesses (This includes banks and financial institutions, retail and wholesale, transportation, leisure, import/export, services, insurance, construction, power and some utilities.)
  - Public:
    - Schools

- Fire Districts
- Water and Sewer Districts
- Library
- Private non-profit government-like agencies (e.g., American Red Cross)

## 2.2 Assumptions

- An emergency has occurred.
- A safe location can be found for coordination of response and recovery.
- Resources are available.
- Trained personnel exist to establish authority and to implement plans and procedures.
- Circumstances of an emergency or disaster may affect a program or agency's ability to participate in local recovery efforts. Funding of a program or individual eligibility may vary from one administration to another. Availability of any program or resource is not implied by its inclusion in this annex.
- Municipalities will comply with state regulations requiring that all municipalities have an emergency management program and designate an emergency manager. Cities will perform their own damage assessment, communicate damage figures to the Coos County EOC, assign an Applicant Agent if warranted, follow established recovery procedures, conduct independent recovery efforts for the city involved as needed, and use available non-profit organization recovery programs as they may apply.
- The timely and accurate assessment of damage to public or private property will be of vital concern to local officials following a disaster and will have great bearing upon the manner in which recovery is affected in Coos County.
- Damage assessments may need to be undertaken at different periods during a disaster event: "windshield" survey may be done initially to get an overall general impression of the impact of the event while a more detailed damage assessment will need to be done to document the need for state and federal aid.
- State and federal assistance will be dependent upon the adequate and timely documentation of the results of the disaster on the local community.
- The private sector is likely to be affected by shortages of food, clothing, shelter/housing, normal employment, access to public transportation and

roadways, and repairs to their homes and possessions. To recover, residents may need to remove debris, maintain employment, access funds for repairs and provide care for children and the elderly or disabled. Permits and licenses may be needed for rebuilding. Utilities such as phones, safe drinking water and sewer services will need to be re-established. Supplies of food and fuels will be required. People will be seeking reunification with their families. The public will need assistance with insurance claims, public programs and consumer fraud topics. Personal records will need to be recovered and positive identification verified. Critical workers will be needed to maintain commerce. Long-term housing and historical site preservation will require attention. Language barriers may impede delivery of services.

- The public sector problems will include infrastructure repair, delivery of emergency programs and services, and recovery of vital records. Emergency repairs will be needed on bridges, roads, and public buildings. Government directed recovery will address functions, like: courts, health, water/sewer, public transportation, licenses, law and order, fire service, EMS, and inspections. Long-term business recovery strategies, building codes and ordinances may be needed. Emergency local expenditure ordinances may be required.

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

#### **3.1 General**

- The recovery process for a disaster should begin early in the response phase through the declaration of a local emergency, followed by a fast and accurate assessment of and a formal request for state assistance. In addition, a complete record of expenditures for local response personnel, equipment and supplies should be maintained in the event that a federal disaster is declared and funds are made available to reimburse the documented response cost of public/non-profit agencies, as well as providing funds for disaster damage to the infrastructure of the state and local government.
- In its initial phases, recovery for large disasters in Coos County is coordinated by the staff of the Emergency Operations Center (EOC). When conditions warrant, Coos County will proclaim an Emergency. As short-term recovery transitions to long-term recovery, the EOC will transition to long-term recovery efforts.
- If the President approves and signs a disaster declaration, FEMA and OEM will open Disaster Field Offices (DFOs) in or near the affected communities to coordinate with the local emergency management in publicizing the availability of financial assistance and determining eligibility for public and non-profit agencies. Disaster Recovery Centers (DRCs) may also be opened, if requested by local and state authorities, to coordinate the process for

providing financial assistance to individuals and small businesses, if that type of assistance is offered under the federal declaration.

- Both types of assistance, public and individual, or only one of them, may be offered when a Presidential Declaration is made. The type offered depends on the impact of the disaster and the ability of the local emergency management to provide adequate and timely documentation of the results.
- Authorization for emergency expenditures of public funds for response and/or recovery activities will be the responsibility of the affected jurisdiction's governing body.
- There may be situations where damage is limited to an area or activity, e.g., if only agricultural damage is incurred, there may be special assistance programs available that do not require a Presidential disaster declaration. Small-scale or "specialized" disasters will need to be handled on a case-by-case basis to ensure that an appropriate response is made.

### **3.2 Direction and Control**

- The EOC Staff is responsible for ensuring that appropriate disaster recovery activities are accomplished as a part of the County's Emergency Operations Plan (EOP).
- Overall coordination of the disaster recovery process will be exercised from the EOC when activated. When the EOC is deactivated, on-going disaster recovery for Coos County will be handled through the individual agencies.

## **4. Organization and Assignment of Responsibilities**

### **4.1 General**

- Each county agency/department shall respond in accordance with their role in the County Emergency Management organization as identified in the County EOP and/or this annex.
- Other jurisdictions should work within the framework identified by their respective EOPs or the County EOP, as appropriate.

### **4.2 Task Assignments**

#### **4.2.1 Mitigation**

- All buildings and roadways shall be built to local building codes and adhere to strict building standards.
- Establish zoning codes for building in particular hazard areas.

- Ensure the county has adequate insurance to cover potential losses.

#### **4.2.2 Preparedness**

##### **4.2.2.1 County Emergency Management**

- Work with the Red Cross and County Departments to identify and train people in disaster damage assessment.
- Conduct exercises for orientation and training of personnel in disaster recovery activities.

##### **4.2.2.2 County Road Department**

- Identify and map critical facilities, bridges, roads, and culverts requiring priority repairs if damaged.
- Identify and train personnel for disaster damage assessment.
- Ensure that appropriate personnel are familiar with debris removal and that input is provided to Emergency Management on scheduled reviews for updates/revisions of the applicable annex.
- Develop Standard Operating Procedures (SOPs) for disaster response, including gathering and reporting information to the EOC during the response and recovery phase.
- Participate in Emergency Management exercises.

##### **4.2.2.3 County Building Inspections Division**

- Ensure the mitigation activities of building codes and land use regulations are followed.
- Identify and train personnel in damage assessment.
- Develop departmental Standard Operating Procedures (SOPs) for disaster response, including gathering and reporting information to the EOC during the response and recovery phases.
- Participate in Emergency Management exercises.

##### **4.2.2.4 American Red Cross, Pacific Chapter**

- Identify and train personnel in damage assessment techniques.

- Develop agency Standing Operation Procedures (SOPs) for disaster response including gathering and reporting information to the EOC during the response and recovery phases.
- Participate in Emergency Management exercises.

#### 4.2.2.5 Incorporated Cities

- Each jurisdiction with an adopted EOP is responsible for developing disaster recovery procedures consistent with county, state, and federal requirements.
- Those jurisdictions without their own EOP should follow the guidance provided in this annex and coordinate with Coos County Emergency Management in disaster recovery activities.

#### 4.2.3 Response

All response activities are detailed in department/division procedures and SOPs, and appropriate state and federal recovery guidelines. The process for collecting and analyzing data, developing objectives and action plan, and documenting critical incident information in the EOC, is guided by the Information and Planning SOPs.

##### 4.2.3.1 County Emergency Management

The County EOC Staff is responsible for managing the overall recovery process. For smaller, localized incidents such as a flood that primarily involves damage to crops and farm buildings, response and recovery action may only be a matter of the Emergency Management Program Manager assessing the damage, coordinating with the U. S. Department of Agriculture and ensuring that information is made available to farmers on the type of assistance which may be offered (see Support Annex 3, Damage Assessment and Disaster Recovery, for detail and forms).

A large-scale event where the County EOC is activated would generally involve several steps that actually occur or begin in the response to the disaster:

- A Windshield Survey may be the first assessment of damage that takes place. It may occur as an event is still in progress, as with a flood, or immediately after, as with an earthquake. This quick overview of what is occurring will focus primarily on damage to residential structures. It provides initial extent and boundaries of the damaged area, the displacement of population, and helps determine the scope of response, e.g., number and location of emergency shelters needed. The American Red Cross usually leads this windshield assessment, but the effort may be supplemented by local government resources, if required.
- An Initial Damage Assessment may be accomplished virtually simultaneously with the Windshield Survey if it appears that state or federal assistance may

be required and data is needed to support a formal "disaster declaration" by the Governor and the President. A quick but accurate assessment of disaster damages, costs, and impacts to the area will be needed. (See Support Annex 3, Damage Assessment and Disaster Recovery, for detail and forms.)

The EOC Situation Unit Leader (Planning Section) is tasked with filling out the ICS Form 209, Incident Status Summary, and compiling the necessary information regarding the loss of life, injuries and general property damage and forwarding it in the required format (Initial Damage Assessment Report) to OEM and federal agencies responsible for providing disaster recovery assistance. Damage assessment information will be gathered from local units of government, including such agencies as fire, water and utilities, as well as the incorporated cities.

- Documentation of Local Government's Disaster Response Costs should begin as soon as possible in the response phase as the federal government may later provide reimbursement of documented costs associated with disaster response. This will be the responsibility of the individual departments and agencies while the EOC's Finance Section Chief will be available to provide technical assistance on the necessary process. This should be of priority concern for all County departments and other governmental agencies responding to the disaster.
- A Declaration of Emergency should be made as soon as it is determined that a state of emergency exists requiring emergency action to safeguard the public or that the County does not have adequate local resources to meet the needs.
- A Local Request for Assistance, i.e., request for the Governor to declare a State of Emergency for the affected area, should be sent to OEM once it is sufficiently clear that the emergency has exceeded the county's response capabilities. This request can be included within the County's Declaration of Emergency, if the timing is appropriate for inclusion. The request should contain the following, as a minimum:
  - Type of emergency/disaster
  - Locations affected within the County
  - Deaths, injuries, population still at risk
  - Current conditions/continuing threat
  - Initial estimate of damage (IDA report attached, if available)
  - Action taken, resources committed
  - Specific information on type of assistance/resources needed.
- A phone number (541-756-8213) for the public to report damage should be established by the EOC's Logistics Section as soon as feasible to expedite the collection of property damage data for the private sector. The need for the County to establish a damage reporting number for the public may be superseded by an immediate Presidential Disaster Declaration that provides

individual assistance. If this is done, FEMA may then establish toll free numbers for the public to apply for federal assistance.

- Establishment of a media Joint Information Center (JIC) should be considered as the size and scope of the event is assessed as a disaster that will likely result in an area-wide disaster declaration. The decision to establish a media center will be made by the County Emergency Management Director in collaboration with the responsible officials of the other involved jurisdictions. (See ESF 15, External Affairs, for location.)
- Food and shelter (Implement procedures outlined in Food and Shelter Appendix to ESF 6, Mass Care.)

Refer to the State Disaster Recovery Assistance Guidebook for complete and comprehensive information on damage assessments and reporting procedures.

#### **4.2.3.2 County Road Department**

- Activate inspection teams to survey and evaluate damage sustained by County roads and bridges, with highest priority on critical routes, bridges and facilities. Coordinate all activities with the County EOC, through the EOC's Public Works Branch Director.
- Engineering staff to assist the department's Operations Division in evaluating damage to waste water and sanitation systems operated by the County, as appropriate.

#### **4.2.3.3 Sheriff's Department**

The Sheriff's Department shall implement procedures for evacuation if necessary and traffic control as outlined in the Coos County Emergency Management Plan.

#### **4.2.3.4 County Clerk's Office**

Coos County Clerk is responsible to advise county officials on procedures to be followed in protection, preservation, and storage of vital and essential administrative records during and emergency/disaster.

#### **4.2.3.5 State Building Codes/Division and County Assessors Office**

- Activate inspection teams to survey and evaluate extent of damage suffered by County-owned buildings, with highest priority on buildings critical to public safety and continuity of government. Coordinate activities with the County EOC (providing a liaison person for the EOC staff, as necessary).
- Ensure that access by both employees and the public is restricted for those buildings determined to be structurally unsafe or at risk

#### **4.2.3.6 American Red Cross, Pacific Chapter**

Activate damage assessment teams to perform a windshield survey, coordinating area assignments through the County EOC's Red Cross liaison and reporting results to the EOC.

#### **4.2.3.7 Incorporated Cities**

- Those cities with emergency management programs are responsible for collection and distribution of disaster data, declaration of emergencies for their jurisdictions, and dissemination of disaster recovery assistance information to their citizens. All damage assessment reports and requests for response and recovery assistance are to be submitted to the County EOC. The County Emergency Management Director is responsible for endorsing such requests and submitting them to OEM.
- Other cities should work with the County Emergency Management program in disaster recovery activities as outlined in their City's EOP and this annex. City staff, where available, will be requested to gather damage assessment data and provide regular reports to the County EOC Staff.

#### **4.2.3.8 Other Districts**

Any special districts involved in emergency disaster response, such as fire districts, should immediately begin to record costs for possible future reimbursement under disaster aide programs that may become available.

### **4.2.4 Recovery**

#### **4.2.4.1 County Emergency Management**

The goal for Coos County Emergency Management during this phase of the disaster is to meet the needs of those affected by the disaster. The following should serve as a policy guide in developing an incident action plan (IAP) for coordinating recovery activities and in the delivery of those services to the community:

- Determine needs, issues and concerns of disaster victims.
- Provide information on types of assistance that are available and how to obtain the assistance.
- Ensure information is provided at the individual level that is accurate, thorough and consistent with legislative mandate and appropriate for the situation.
- Work effectively for and with all those who have a stake in the delivery of the programs.

- Ensure delivery of critical information to those who need it using new and effective ways to communicate.
- Search for and act on opportunities to inform and assist our customers.
- Treat people with respect, emphasizing service to the customer.
- Demonstrate the highest principles of emergency management.
- Seek feedback on performance.

All of the actions listed below may or may not be necessary during the recovery phase, depending on the severity of the event which can affect the timing of recovery activities. Some may occur quickly during the response phase because of the severe impact while others may not be appropriate because of the narrow focus of the event, e.g., agriculture damage was the primary type of damage.

- A Preliminary Damage Assessment (PDA) may be required, in addition to the initial damage assessment data gathered during the response phase, to substantiate the need for a Presidential Declaration, if no action was taken earlier at the federal level. A joint PDA with local, state and federal damage assessors is conducted to determine the location and extent of damage, the impact of the disaster on communities, capability of state and local government to deal with the disaster and the type of federal assistance needed, if any. Usually, there will be teams assigned to perform PDAs for both governmental assistance and individual assistance.

Key measurement factors in determining a FEMA recommendation for a Presidential Declaration are the impact on the community and the serious “unmet needs,” i.e., those needs which can’t be met by local or state resources.

- A Presidential Declaration, which may be for a “Major Disaster” or “Emergency,” can be made immediately based on the obviously serious impact of the disaster or on FEMA’s recommendation after evaluating the impact of the event through a PDA.
- A “Major Disaster” declaration utilizes federal assistance authorized under the Stafford Act and may include Individual Assistance which offers a range of human services including grants, loans, housing assistance, food distribution and unemployment compensation as well as Public or Infrastructure Assistance for state and local government, including non-profit organizations.
- “Emergency” declaration assistance is more limited in scope than that provided under a “Major Disaster” Declaration. Assistance is short term and is focused on particular needs such as providing technical assistance, clearing debris or distributing food and medical supplies.
- County Emergency Management shall coordinate with other involved units of government and ensure that the public is kept informed of recovery operations in progress and available assistance programs through the news media. Use of

a media Joint Information Center should be considered, if not already established, particularly if a Presidential Declaration of Disaster is received.

- An Applicants' Notification Process, for potential recipients of Infrastructure/Public Assistance, should be implemented as soon as essential details are available through OEM/FEMA.
  - Contact the Special Districts Association to obtain a current listing of all special service" districts (fire, water, sewer, etc.) operating in Coos County.
  - Provide written notification to all units of local government, including the special service districts, of the date, time, and location for briefing of applicants on disaster assistance that is available and the eligibility requirements.
  - Continue to coordinate the financial assistance process between recipients and OEM/FEMA, as needed throughout the recovery period.
- Determine the need to request the opening of Disaster Recovery Centers in strategic locations within or near the major areas of disaster impact (see Support Annex 3, Damage Assessment and Disaster Recovery, for detail and forms).
- Determine the need to identify long-term emergency housing for disaster victims (see Support Annex 3, Damage Assessment and Disaster Recovery, for detail and forms).
- County Emergency Management shall conduct an after action debriefing/evaluation on the effectiveness of the recovery function throughout the County.
- Food and Shelter (see ESF 6 to Coos County EOP).

#### **4.2.4.2 County Road Department**

Participate in the Preliminary Damage Assessment (PDA) process, if needed, and assist in the preparation of Project Worksheets (PWs) which are required to obtain federal funding for both emergency repairs and permanent work. When necessary, private sector personnel from the fields of engineering, building trades, property assessment, and other related areas, may be used to supplement existing teams.

#### **4.2.4.3 Sheriff's Department**

Work with the County Road Department to ensure traffic has been rerouted around damaged areas.

#### **4.2.4.4 County Clerk's Office**

- Shall inventory all county records to ensure all records are accounted for.

- Shall take action to restore all damaged/missing records.

#### **4.2.4.5 State Building Codes/Division and County Assessors Office**

- Follow-up on previously identified unsafe structures and consider condemnation and other measures
- Participate in the Preliminary Damage Assessment (PDA) process, if needed, and assist in the preparation of Project Worksheets (PWs) which are required to obtain federal funding for both emergency repairs and permanent work.
- Monitor restoration activities.
- Review building codes and land use regulations for possible improvements.

#### **4.2.4.6 American Red Cross, Pacific Chapter**

Continue to coordinate emergency food and shelter relief efforts for disaster victims by working with Coos County, affected local municipalities, and OEM/FEMA in the delivery of long-term emergency services, as appropriate.

#### **4.2.4.7 Environmental Health Services Division/Solid Waste Management**

Implement procedures outlined in Disaster Debris Removal Annex, as appropriate.

#### **4.2.4.8 Incorporated Cities**

Those cities with emergency management programs are responsible for dissemination of disaster recovery assistance information to their citizens. Others cities should work with the County Emergency Management Program in distributing disaster recovery assistance information, as outlined in this annex.

#### **4.2.4.9 Other Districts**

Any other districts involved in emergency disaster response, such as fire districts, and any district suffering disaster-related damage should attend scheduled briefings (contact the County Emergency Management office if notification of briefings is not provided within a reasonable time frame) to determine eligibility for disaster aide programs that may become available.

### **5. Annex Development and Maintenance**

The Emergency Management Director is responsible for updating/revising this annex as needed. Each agency will develop and maintain standard operating procedures that address assigned tasks.

### **6. Supporting Plans and Procedures**

Support Annex 3, Damage Assessment and Disaster Recovery.

**7. Appendices**

None.