

## **ESF 14: Long Term Community Recovery**

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## Section II: Emergency Support Functions

### 1.0 Introduction

#### Coordinating Agencies:

- Lewis & Clark County Disaster & Emergency Services (LCCO DES)

#### Primary Agencies:

- Elected Officials
- Public Works Departments
- Lewis & Clark Public Health (LCPH)

#### Support Agencies:

- All City & County Departments
- Local Health & Medical Clinics
- Capital City Amateur Radio Club (CCRC)/Amateur Radio Emergency Services (ARES)
- Chamber of Commerce
- Utility Providers
- Elkhorn C.O.A.D.
- Local Economic Development Organizations
- Private Business Owners
- Montana Disaster & Emergency Services (MTDES)
- Montana Voluntary Organizations Active in Disasters (VOAD) (*and its affiliated organizations*)
- Montana Department of Public Health & Human Services (DPHHS)

### 1.1 Purpose

This annex provides the framework for a coordinated effort of the community to recover from the adverse physical, economic and environmental effects of a disaster. Those efforts may be both short and long term in nature, with goals including the restoration of vital life-support systems; appropriate reclamation of damaged infrastructure, private property and the environment; and rebuilding of damage suffered by the local economy.

### 1.2 Scope

ESF 14 support may vary depending on the magnitude and type of incident and the potential for long term and severe consequences. ESF 14 may provide coordination during large-scale or catastrophic incidents that require assistance to address significant long-term impacts in the affected area. Activities within the scope of this function include:

- ❖ Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations.
- ❖ Work with City & County Departments; other local governments; non-governmental organizations; and private-sector organizations to conduct comprehensive market

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disruption and loss analysis and develop a comprehensive long-term recovery plan for the community.

- ❖ Identify appropriate State and Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available.
- ❖ Determine/identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among departments and agencies, and other involved parties, to ensure follow-through of recovery and hazard mitigation efforts.
- ❖ Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- ❖ Establish procedures/guidelines for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts.
- ❖ Facilitate recovery decision making across ESFs. Also facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning across ESFs.

### 1.3 ESF Activation & Plan Maintenance

ESF 14 may be activated independently or in conjunction with other ESFs, depending on the needs of the situation. ESF-14 will likely be activated for large scale events that require local government assistance to address impacts in areas such as housing, business, employment, and infrastructure. This ESF may also be activated for smaller scale events when necessary.

The primary responsibility for development and maintenance of this annex is that of LCCO DES with support from all supporting agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating should keep this document valid and useful. Regular testing and exercising should establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

### 1.4 Policies

- ❖ This annex is effective upon approval.
- ❖ All appropriate governmental and volunteer agency resources should be used as available.
- ❖ All services should be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- ❖ The EOC will usually coordinate the collection of damage assessment information for both public losses and uninsured private losses from local jurisdictions and public entities, and forward the information to state emergency management for a determination of whether the County will be recommended for federal human services assistance, public assistance, or both.

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- ❖ Whenever Lewis & Clark County qualifies for state and/or federal human services disaster assistance, individuals, families, and businesses will be referred to applicable state, federal and/or community programs.
- ❖ When individuals, families, and businesses do not qualify for state or federal assistance, or whenever the County declares a local emergency which is not followed by a state or federal declaration, assistance will be provided in accordance with existing policy and programs or by community programs.
- ❖ Public damage and response costs should be borne by the incurring organization. Reimbursement will be provided through state and federal programs, as available.
- ❖ Mitigation grant applications will be the responsibility of the requesting organization and must be approved by the County and or City Commission(s) prior to submission.
- ❖ As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- ❖ All organizations are responsible for the development and maintenance of their own internal operating and notification procedures/guidelines. No part of this annex is intended to supplant agency SOP/SOGs.
- ❖ All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.
- ❖ Personnel designated as on-scene responders or representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

## 2.0 Situation & Assumptions

### 2.1 Situation

- ❖ Lewis & Clark County is vulnerable to a host of disasters that could cause public and private property loss and damage, death and injury, damage to the environment, and prolonged disruption of commercial activity.
- ❖ In the event that such damage occurs, planned damage assessment and recovery procedures/guidelines are essential for returning the community to normal after a major emergency or disaster.
- ❖ Disaster recovery typically lasts much longer and costs significantly more than preparedness and response activities.
- ❖ The Stafford Act authorizes federal disaster assistance to individuals and to governmental entities in the aftermath of a major emergency or disaster and outlines the types of assistance that may be made available. The majority of federal disaster assistance programs are administered by state agencies.

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- ❖ The State of Montana Disaster & Emergency Services may assist with both individual assistance and public assistance programs.

### 2.2 Assumptions

- ❖ All appropriate disaster declarations will be made in a timely manner.
- ❖ Given Lewis & Clark County's limited resources to accomplish recovery operations, the state and federal governments will play a major role, substantially supplementing the county efforts.
- ❖ 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.
- ❖ There may be long-term shelter requirements to house county citizens and other populations following a disaster situation.
- ❖ 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.
- ❖ Many types of public, private, and volunteer assistance will be offered following an extreme emergency that will involve unique management challenges and further test county sheltering and feeding capacities.
- ❖ 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. Specially qualified persons/agencies from the public and private sectors may be appointed to perform functions unique to large-scale recovery operations.
- ❖ Under certain conditions, such as a lengthy recovery from a flood or earthquake, Lewis & Clark County will seek inclusion in a Presidential Declaration so to qualify for assistance in the form of federal emergency funds and equipment, if qualified.

## 3.0 Concept of Operations

### 3.1 General

- ❖ Immediately after any emergency/disaster, response activities to save lives and protect property should have the highest priority. However, recovery activities can be conducted concurrently with response and should commence as soon as possible. Gradually, as the requirement for emergency response diminishes, the need for recovery activities should become the focal point.
- ❖ Recovery and restoration actions following any emergency or disaster should be determined by the specific event. Recovery plans are based on the damage assessment; an awareness of what shape the recovery should take in the rebuilding of infrastructure, the environment and the economy; and the resources available for that

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rebuilding. Several federal, state, and local jurisdictions may be involved depending on the hazard and scope of the situation. City and County local governments should lead the recovery activities for their jurisdictions.

- ❖ 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 efforts typically focus on restarting critical community elements such as utility, economic, and social systems in order to meet people's immediate needs.
  - ◆ Long-term recovery efforts include resumption of full services; large-scale repair and replacement work; economic and resource re-stabilization; organizations' re-adaptation; and assessment of the event. Hazard mitigation is often part of the long-term recovery effort. Hazard mitigation actions are those taken to permanently eliminate or reduce the long-term vulnerability to human life and property from hazards. 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.
- ❖ Recovery activities may continue long after the EOC has been closed, requiring the activities to be coordinated and managed from a different location.
- ❖ The responsibility for coordination of disaster recovery efforts in Lewis & Clark County rests primarily with County DES. Responsibility for making local policy decision remains with the local elected officials. Responsibility for actions of local, state, federal, and volunteer personnel remains with those organizations.
- ❖ During major events, the Emergency Operations Center (EOC) will likely have been activated for the response and short term recovery phases of the emergency and should 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.

### **Recovery Functions**

The following functions should be addressed as part of the Recovery process and assigned to the appropriate ICS Section.

- ❖ **Animal Control/Sheltering:** Provides policies and procedures/guidelines addressing animal control and sheltering following a disaster. Includes sheltering, feeding, and release of pets, livestock and wild animals.
- ❖ **Business Resumption:** Provides policies and procedures/guidelines to facilitate the re-establishment of normal commercial business activities following a disaster. Includes policies/procedures/guidelines for deferral of taxes and fees, availability and use of grants, disaster assistance applications and relocation guidance.
- ❖ **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

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resources, procedures/guidelines 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.

- ❖ **Continuity Of Government:** Provides for the preservation, maintenance, and/or reconstitution of the government's ability to carry 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.
- ❖ **Damage Assessment:** Ensures that procedures/guidelines and expertise are available to assess the safety and serviceability of essential government facilities (e.g., EOCs, shelters, hospitals, police and fire stations, schools, highways, bridges, airports, public works etc.), commercial buildings and residential occupancies. Establishes building/structure accessibility/usability. Damage Assessment should begin as the event is occurring and afterwards, until the full scope of the damage is known. (see [Damage Assessment Annex](#))
- ❖ **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. (see [Debris Management Annex](#))
- ❖ **Demolition:** Ensures that appropriate policies, agreements, and procedures/guidelines are in place to facilitate the demolition of public and private structures considered unsafe for habitation or declared an imminent hazard.
- ❖ **Disaster Assistance:** Provides policies and procedures/guidelines for, and information concerning, federal, state, local, private and non-profit disaster assistance programs.
- ❖ **Documentation & Record Keeping:** The scope of an extreme emergency calls for deliberate and comprehensive administrative controls. Eligibility for federal assistance is dependent on accurate documentation. Proper documentation with regard to such things as Damage Assessment, Grant Applications, and Costs must be provided to the appropriate entities.

Records should be maintained on all aspects of the recovery effort. Figures and facts should be as accurate as possible and will support post-recovery audits. Original copies of records and reports should be retained in Lewis & Clark County; only copies should be sent forward to State and Federal agencies. Reports to MTDES should be sent by both fax or computer network, and by messenger.

Verification of claims is enhanced by photographic evidence and by individual identity verification using driver's licenses. Individual identity verification is of particular importance for disposition of food stamps, other benefits, and to control reentry operations.

- ❖ **Donations Management:** Provides for coordination of donations to disaster victims, including informing the general public, through the PIO, of specific items needed.



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Works with businesses, private non-profit organizations, churches, and private citizens to manage receipt, sorting, transport, and delivery of donated goods and services.

- ❖ **Engineering/Construction:** Provides technical advice and evaluations, engineering services, construction management and inspection and contracting services during the disaster recovery period.
- ❖ **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.
- ❖ **Fatality Management:** Some disasters may produce mass fatalities, which require a significant amount of management and resources. The County Sheriff/Coroner's Office is the lead agency for the collection, storage, and disposition of all human remains and their personal effects.
- ❖ **Financial Management:** Provides guidance and procedures/guidelines 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 governmental entities.
- ❖ **Human Resource Management:** Provides for coordination of human resource support during disaster recovery activities. Includes assistance with staffing of the 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.
- ❖ **Individual Assistance:** Lewis & Clark County may assist State and Federal officials in the establishment of Disaster Application Centers (DAC). Such centers are the focal point for making federal assistance available to qualified individuals, families, and businesses. Assistance for qualifying individuals and families is provided through the Individual & Family Grant Program (IFGP); businesses may qualify for emergency funds from the Small Business Administration (SBA).
- ❖ **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.
- ❖ **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,

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rendering opinions regarding planned/proposed actions, and interpreting regulatory actions of other jurisdictions (e.g. state or federal).

- ❖ **Mental Health/Counseling:** Provides for social and psychological counseling for disaster victims, emergency service workers, and disaster recovery workers.
- ❖ **Preservation of Records:** Provides guidance, information and procedures/guidelines for the salvaging of damaged vital records and documents as well as the restoration of information and record systems.
- ❖ **Public Assistance:** Restoring damaged public property, and property owned by certain non-profit organizations, is within the scope of Public Assistance. When approved at the Federal level, such assistance can offset 75% of the cost of repair or replacement of a damaged facility or infrastructure asset, such as a road, bridge or sewer line. The State and local jurisdictions must provide the funds for the remaining 25%.

After a "Presidential Declaration", damage survey reports (DSRs) required to support receipt of Federal emergency funds are developed and provided to the State by survey teams comprised of: a Federal representative, a State representative, and a local representative. These DSRs are forwarded by the State to FEMA.

- ❖ **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.
- ❖ **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.
- ❖ **Resource Management:** Provides for coordination of the materials, personnel, equipment and facilities for disaster recovery activities.
- ❖ **Rezoning and Land Use:** Ensures ordinances, policies, and procedures/guidelines are in place to allow expeditious zoning and land use decisions following a disaster. Includes procedures/guidelines for building moratoria, fast track permitting, permit restrictions, fee waivers and coordination, and oversight of repairs to historic buildings.
- ❖ **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.
- ❖ **Transportation:** Provides transportation (road, rail, water, and air) for personnel, equipment, and supplies to perform disaster recovery activities. Includes maintenance

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and repair of transport vehicles. Also provides for public transport for dislocated citizens and for coordination of public transportation systems during recovery activities.

- ❖ **Utilities:** Provides for the facilitation and coordination of efforts to fully restore utility services following a disaster. Includes phone, power, water, cable, and sanitation.
- ❖ **Volunteer Coordination:** Provides for recruitment, training, registration, certification, assignment, and recognition of volunteers.

### 3.2 Notifications

- ❖ The DES Coordinator, or designee, should notify the Primary and Support agencies as necessary and request that appropriate representatives report to the EOC. These representatives should form one or more recovery teams to assist the ESF-14 Coordinators.

### 3.3 Preparedness

- ❖ Develop and maintain a liaison with county, city, state, federal agencies and organizations that can provide assistance in recovery and restoration activities.
- ❖ Develop and maintain procedures/guidelines to recover from emergencies and disasters including cost documentation.
- ❖ Assess disaster risk to government facilities from likely hazards and take measures to reduce the vulnerability of facilities.
- ❖ Identify damage assessment team members.
- ❖ Ensure all personnel are aware of their emergency responsibilities.
- ❖ Develop and maintain Standard Operating Procedures/Guidelines (SOPs/SOGs) and checklists to support ESF-14 activities.
- ❖ Ensure personnel notification and call-up lists are current.
- ❖ Include disaster recovery activity in exercises and training.

### 3.4 Response

- ❖ Identify all damages and losses and prepare an action plan for recovery activities.
- ❖ Activate County EOC or other facility to coordinate recovery activities.
- ❖ Assemble and forward all necessary reports and requests for assistance to appropriated federal and state agencies.
- ❖ Coordinate recovery and restoration activities tribal, county, city, state and federal program representatives.
- ❖ Prepare relevant recovery and restoration instructions and information for public information distribution.

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- ❖ 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.

### 3.5 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/guidelines.

### 3.6 Mitigation

- ❖ When repairing and restoring services and facilities, investigate alternative plans and activities to potentially reduce future damages and impacts.
- ❖ Investigate possible mitigation grant projects for reducing future disaster damage and losses.
- ❖ Develop and enforce adequate building codes.
- ❖ Develop and enforce adequate land use regulations.
- ❖ Develop hazard analysis.
- ❖ Develop potential mitigation measure to address the hazards identified in the analysis

## 4.0 Organization & Responsibilities

### 4.1 Organization

- ❖ Recovery activities should be coordinated through the EOC. An ICS structure should be organized to maximize the efficient use of available resources and ensure the completion of recovery objectives.
- ❖ All departments and agencies may be called on to provide staff support for damage assessment and recovery activities.

### 4.2 Responsibilities

#### ESF Coordinator

- ❖ Recruit dedicated semi-professional volunteers to assist in damage assessment efforts.
- ❖ Coordinate training for members of a Damage Assessment Teams (DAT).

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- ❖ Establish point of contact with local officials to determine approximate areas affected and extent of damage.
- ❖ Alert and activate the damage assessment teams and provide briefings.
- ❖ 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 to 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.

### **Primary Agencies**

- ❖ Develop applicable SOPs, guidelines and/or checklists detailing the accomplishment of assigned functions.
- ❖ When requested, deploy a representative to the EOC to assist with long-term community recovery and mitigation activities.
- ❖ Provide ongoing status reports as requested by the ESF 14 Coordinator.
- ❖ Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
- ❖ Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that state and federal reimbursement becomes available.
- ❖ Maintain up-to-date rosters for notifying personnel and 24-hour staffing capabilities.
- ❖ Perform other emergency responsibilities as assigned.
- ❖ Document costs for reimbursement and auditing purposes.
- ❖ Evaluate and review procedures/guidelines to ensure operational readiness.
- ❖ Assist in identifying personnel and resources to support this Annex.
- ❖ Work with LCCO DES to keep this Annex up-to-date.

### **Support Agencies**

- ❖ Develop applicable SOPs, guidelines and/or checklists detailing the accomplishment of their assigned functions.
- ❖ Provide assessment teams to document or verify public and private damage relating to long-term restoration and mitigation.

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- ❖ Provide technical assistance and advice on recovery and mitigation activities, to both citizens and public agencies, as appropriate.
- ❖ Provide short-term shelters, food, volunteers and other resources and send a representative to the EOC if necessary.
- ❖ Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
- ❖ Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that State and Federal reimbursement becomes available.
- ❖ Maintain up-to-date rosters for notifying personnel and 24-hour staffing capabilities.

### Montana Disaster & Emergency Services (DES)

- ❖ Coordinate assistance to local government and mobilization of resources per the provisions of the [Montana Emergency Response Framework](#).

### Federal Emergency Management Agency (FEMA)

- ❖ Administers assistance to the state pursuant to [PL 93-288 of the Disaster Relief Act of 1974, Section 417](#), when threat would constitute a major disaster.

## 5.0 Authorities and References

### 5.1 Authorities

- ❖ See [Section 5.1](#) of Basic Plan.

### 5.2 References

- ❖ See [Section 5.2](#) of Basic Plan.
- ❖ **Lewis & Clark County Montana EOP. May 2011:** ESF 14 – Long Term Community Recovery.
- ❖ **National Response Framework.** January 2008. ESF 14 – Long Term Community Recovery & Mitigation.
- ❖ **Core Capabilities List. October 2015.**

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### 6.0 Attachments

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### Attachment 1: Acronyms

Acronym	Meaning
C.O.A.D.	Community Organizations Active in Disasters
ARES	Amateur Radio Emergency Services
ATF	(Bureau of) Alcohol, Tobacco, & Firearms
CBO	Community Based Organization
CCRC	Capitol City Radio Club
CEO	Chief Executive Officer ( <i>also Chief Elected Official</i> )
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure & Key Resources
COOP/COG	Continuity of Operations/Government
DAC	Disaster Assistance Center
DES	Disaster And Emergency Services
DPHHS	Dept. of Public Health & Human Services
DPW	Department(s) of Public Works
DSR	Damage Survey Reports
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBO	Faith Based Organization
FEMA	Federal Emergency Management Agency
FSA	Farm Service Agency
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IFGP	Individual & Family Grant Program
IRS	Internal Revenue Service
LCCO	Lewis & Clark County
LE	Law Enforcement
LEPC	Local Emergency Planning Committee
MTDES	Montana Disaster & Emergency Services
NGO	Non Governmental Organization
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
SBA	Small Business Association
SOP/SOG	Standard Operating Procedures/Guidelines
VOAD	Voluntary Organizations Active in Disaster



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### Attachment 2: Definitions

**Individual Assistance.** Programs providing financial assistance to individuals, families, and business owners in declared disaster areas whose property has been damaged or destroyed and whose losses are not covered by insurance.

**Public Assistance.** Financial assistance to repair facilities and infrastructure provided to governments, public institutions, and certain private non-profit agencies that provide essential services of a governmental nature.

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### Attachment 3: Post-Disaster Economic Checklist

- Appoint a Recovery Branch Director.
- Appoint an Economic Recovery Group Supervisor for business recovery. This person should be familiar with the local business community and create a task force to drive the recovery process
- Organize a meeting between the public, merchants, FEMA, SBA, IRS, utility companies, and local and state government officials.
- Select business officials who will act as liaison officers with their colleagues, such as the directors for the Helena Chamber of Commerce and the Downtown Business Association.
- Establish priorities for the recovery process.
- Establish a telephone hotline for merchants and the public to answer business related questions.
- Ensure that structures housing businesses are reevaluated by the building department following major aftershocks.
- Consider chain link temporary fencing to cordon off damaged or destroyed areas. Plywood fencing has a negative psychological effect.
- Whenever possible, provide safe space for merchants to return to business. Safe government buildings and tent pavilions are options.
- Ask local media to publish stories on business damage and to list the temporary locations of businesses.
- Consider special transportation or parking services to encourage shopping.
- Consider putting events like the farmer's market at a safe downtown location such as a vacant lot to encourage a return to the central business district.
- Inform merchants, including bankers, of all economic recovery decisions.
- Explore sources of federal funding beyond FEMA. Have a plan for contributions from private, non-profit sources.

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### Attachment 4: Local Recovery Planning Considerations

#### INFORMATION NEEDS

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

#### ❖ **Damage Assessments**

- ◆ Critical facilities assessment
- ◆ Initial assessment (Situation assessment)
- ◆ [ATC 20](#) / Occupancy inspections
- ◆ Preliminary Damage Assessment (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
  - a. Determine major employers
    - 1. Manufacturing facilities
    - 2. Service based businesses
    - 3. Agricultural businesses
    - 4. Commercial and retail establishments
  - b. Request information on their likelihood of resuming business, when resumption may occur and at what percentage of former capacity.
  - c. Assess need for economic base and job generation activities.
  - d. Develop partnerships with business representatives to pursue sources of public and private assistance for small businesses.
- ◆ Assess impact on public and private finance.
  - a. Estimate remaining tax base.
  - b. Revise estimates of revenues.
  - c. Estimate costs of disaster generated projects and activities.
  - d. Identify likely sources of disaster funds.
  - e. Determine impact on revenues if property tax assessments are revised based on degree of damage sustained.
  - f. Project revisions to current and next year's budget.
  - g. Identify potential means of increasing revenue.

#### ❖ **Public Information Needs**

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- 1) Identify recovery information that needs to be passed on to the public.
  - 2) Identify/develop means of providing the necessary information.
    - a. Media
    - b. Flyers
    - c. Public address systems
    - d. Door to door
    - e. County Websites
    - f. "Town Hall" meetings
    - g. 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:
- 1) Debris removal
  - 2) Demolition
  - 3) Building Inspections
  - 4) Hazardous materials removal and disposal
  - 5) Temporary housing
  - 6) Law enforcement and security
  - 7) Fatality management

### 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.
  - ◆ 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

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- ◆ 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/guidelines and the County Code that would be necessary to facilitate an effective recovery process.

### 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.
- ❖ 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.

### 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

## Section II: Emergency Support Functions

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

### **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.

### **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 management and resumption of normal solid waste pickup 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 both human and animal remains
  - ◆ Assessment and recovery options for affected natural resources (wildlife, fish, plants)

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### Attachment 5: ICS Section Responsibilities:

#### Command

- Maintains a close interface with State agencies both in the EOC and at MTDES, to facilitate county recovery operations and to monitor recovery of State facilities and infrastructure located in Lewis & Clark County. *(I/C)*
- Coordinates and manages a vigorous and accurate public information program regarding recovery assistance and instructions, facility locations, resource distribution points, and reports on recovery progress. *(PIO)*
- Increases public awareness of potential fraud, scams, and other schemes that historically follow in the path of disaster situations. *(PIO)*
- Provide a locator service to answer inquiries about people in the disaster area. *(PIO)*

#### Operations and/or Operations Support

- Develops and implements tactical goals for recovery operations.
- Conducts damage assessments and places safety-warning markers and barriers at unsafe structures. *(All departments and agencies should actively participate in this activity in the interest of public safety, thus complementing the efforts of the DPW).*
- Restores damaged public facilities. *(Repairs to public facilities and infrastructure should begin as soon as possible. Priority should be given to those facilities most critical to normal emergency response operations, such as roads, bridges, public water and sewer treatment facilities, etc.)*
- Establishes and manages (as necessary):
  - Potable water distribution points
  - Garbage disposal locations.
  - Tree and other debris disposal locations.
  - Portable toilet facilities.
- Coordinates with the PIO regarding dissemination of instructions and information concerning the above facilities.
- After a “Presidential Declaration” has been declared, participates in the conduct of surveys and development of reports to support receipt of federal emergency funds.

#### Logistics and or Logistics Support

- Evaluates, designates, and prepares suitable locations, such as public parks and recreations areas, where State or Federal provided mobile homes may be placed. Evaluations should include road access, water, sewer, drainage, and access to electrical power.
- Assists State and Federal authorities in the designation and establishment of Disaster Application Centers.
- Manages shelters.

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- Surveys the County and identifies facilities (e.g. schools, warehouses, airport hangars, etc.) which may be utilized as storage and/or distribution points for food supplies, clothing, construction materials, etc.
- Surveys the County and identifies “drop-off” points (e.g. parks, empty lots, fields, etc.) where the public can deposit debris.
- Coordinates security measures to prevent theft or loss of emergency equipment or resources.

### **Planning and or Planning Support**

- Ensures that damage assessment and major events are being recorded.
- Assists County authorities in the development of facts and documentation needed to support a request for a Presidential Declaration; assists Federal authorities after such a declaration.
- Provides regular reports to the commissions and mayors.
- Coordinates all volunteer agencies and personnel.

### **Finance/Administration**

- Establishes an expendable trust fund to receive and record all monies in support of disaster recovery.
- Identifies all monies received by source of funds.
- Provides detailed record of expenditures within this expendable trust fund.
- Establishes an applications process for citizens who seek use of donated funds.



## Section II: Emergency Support Functions

### Attachment 6: Disaster Assistance Programs

#### Assistance Available With or Without a Presidential Disaster Declaration:

- ❖ Federal Assistance: Many federal establishments may be able to provide assistance without a presidential declaration. The following types of federal assistance may be provided when it is lifesaving assistance or performed under specific agency statutory authorities:
  - Search and Rescue (US Coast Guard)
  - Flood Protection (US Army Corps of Engineers)
  - Fire Suppression (FEMA and individual states)
  - Health and Welfare (US Health and Human Services)
  - Emergency Conservation (Farm Service Agency)
  - Emergency Loans for Agriculture (Farm Service Agency)
  - Disaster Loans for Homeowners and Business (Small Business Administration)
  - Repairs to Federal Aid System Roads (US Department of Transportation)
  - Tax Refunds (Internal Revenue Service)
  - Pre-declaration Emergency Assistance (Department of Defense)
- ❖ Nongovernmental Assistance: After an emergency/disaster, individuals and families may have emergency needs such as food, water, medical assistance, shelter, clean up help, clothing, and transportation. The Elkhorn C.O.A.D. is available to assist Lewis & Clark County residents with these needs. The Care & Shelter Group in the EOC should work with the Elkhorn C.O.A.D. to match available assistance with those affected by disaster. This coordination can be provided prior to, or without a Presidential Disaster Declaration.

**Individual Assistance after a Presidential Disaster Declaration:** Once a Presidential Disaster Declaration is made, there are many federal resources made available to assist residents and businesses affected by the disaster. This assistance is managed through the Federal Emergency Management Agency (FEMA) and falls into the following eight categories:

- ❖ Low-Interest Loans: Most, but not all, federal assistance is in the form of low interest loans to cover expenses not covered by state or local programs, or private insurance. People who do not qualify for loans may be able to apply for a cash grant. The Farm Service Agency (FSA) and the Small Business Administration (SBA), offer low interest loans to eligible individuals, farmers and businesses to repair or replace damaged property and personal belongings not covered by insurance.
- ❖ Assistance for Individuals and Households: This program, which may include cash grants of up to \$25,000 per individual or household, includes:

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- Housing Assistance
  - Lodging expenses reimbursement (for a hotel or motel)
  - Rental assistance (cash payment for a temporary rental unit or a manufactured home)
  - Home repair cash grant
  - Home replacement cash grant
  - Permanent housing construction in rare circumstances
  - Other Needs Assistance
  - Medical, dental, funeral costs
  - Transportation costs
  - Other disaster-related needs
- ❖ Veterans Benefits: The Department of Veterans' Affairs provides death benefits, pensions, insurance settlements and adjustments to home mortgages for veterans.
- ❖ Tax Refunds: The Internal Revenue Service (IRS) allows certain casualty losses to be deducted on federal income tax returns for the year of the loss or through an immediate amendment to the previous year's return.
- ❖ Excise Tax Relief: Businesses may file claims with the Bureau of Alcohol, Tobacco and Firearms (ATF) for payment of federal excise taxes paid on alcoholic beverages or tobacco products lost, rendered unmarketable or condemned by a duly authorized official under various circumstances, including where the President has declared a major disaster.
- ❖ Unemployment Benefits: Disaster Unemployment assistance and unemployment insurance benefits may be available through the state unemployment office and supported by the U.S. Department of Labor.
- ❖ Crisis Counseling: The purpose of the crisis counseling program is to help relieve any grieving, stress, or mental health problems caused or aggravated by the disaster or its aftermath. These short-term services, provided by FEMA as supplemental funds granted to state and local mental health agencies, are only available to eligible survivors of Presidentially-declared major disasters. Crisis counselors are often on-hand at Disaster Recovery Centers (when they are established). Eligible survivors may also learn more about where crisis counseling services are available via the media, and FEMA's Recovery Times newsletters. Crisis counseling services are also offered by the many organizations that comprise the Elkhorn C.O.A.D.
- ❖ Free Legal Counseling: The Young Lawyers Division of the American Bar Association, through an agreement with FEMA, provides free legal advice for low-income individuals regarding cases that will not produce a fee (i.e., those cases where attorneys are paid part of the settlement which is awarded by the court). Cases that may generate a fee are turned over to the local lawyer referral service.

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**Public Assistance after a Presidential Disaster Declaration:** The Public Assistance Program offered by FEMA provides supplemental federal disaster grant assistance for the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nongovernmental organizations. The federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration. The state determines how the nonfederal share (up to 25%) is split with the applicants. Local jurisdictions are responsible for up to a 2 mill levy for the local share.

To be eligible, the work must be required as the result of the disaster, be located within the designated disaster area, and be the legal responsibility of an eligible applicant. Work that is eligible for supplemental federal disaster grant assistance is classified as either emergency work or permanent work.

FEMA's Public Assistance Program is the primary source of grants to state & local governments for emergency work such as debris removal, evacuations, sandbagging, search & rescue operations and security. These governments, as well as certain nongovernmental organizations, are also eligible for FEMA grants to repair or replace public facilities that are not covered by other federal agency programs when a Presidential Declaration is in effect.

❖ Emergency Work:

- Debris removal from public roads and rights-of-way as well as from private property when determined to be in the public interest.
- Emergency protective measures performed to eliminate or reduce immediate threats to the public, including search and rescue, warning of hazards, and demolition of unsafe structures.

❖ Permanent Work:

- Work to restore an eligible damaged facility to its pre-disaster design. Work ranges from minor repairs to replacement.
- Categories of permanent work include:
  - Roads, bridges and associated features, such as shoulders, ditches, culverts, lighting and signs. The U.S. Department of Transportation, Federal Highway Administration, can provide financial and technical assistance for repair or reconstruction of highways on the Federal Aid System, forest highways, park roads and trails and other similar projects damaged by the disaster
  - Water Control Facilities including drainage channels, pumping facilities, and the emergency repair of levees.
  - Buildings including their contents and systems.
    - The Office of Elementary and Secondary Education, U.S. Department of Education, can provide grants to restore public schools damaged or destroyed by disasters that are declared by the President. The agency also may provide grants to construct minimum public school facilities

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to take the place of a destroyed non-public school that will not be replaced

- Utility Distribution Systems, such as water treatment and delivery systems; power generation facilities and distribution lines; and sewage collection and treatment facilities.
- Public Parks, Recreational Facilities and other facilities, including playgrounds, swimming pools and cemeteries.

**Hazard Mitigation Assistance:** Assistance may also be made available for hazard mitigation projects and activities. Through technical assistance and the Hazard Mitigation Grant Program (HMGP), FEMA can assist local jurisdictions and eligible nongovernmental organizations in identifying and implementing appropriate measures to reduce the severity of future disasters. The HMGP can fund up to 75% of the cost of approved projects

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### Attachment 7: Continuity of Operations Plan

A Continuity of Operations Plan as well as a Devolution of Government Plan has been written to identify a director of emergency response group, an emergency response group as well as vital records and secondary locations for operations. These plans are separate from the Emergency Operations Plans for support ESF 14 and SA 2.