

Emergency Support Function #14 – Long-Term Community Recovery and Mitigation Annex

ESF Coordinator:

Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Primary Agencies:

Department of Agriculture
Department of Commerce
Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency
Department of Housing and Urban Development
Department of the Treasury
Small Business Administration

Support Agencies:

Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of the Interior
Department of Labor
Department of Transportation
Environmental Protection Agency
Tennessee Valley Authority
American Red Cross

Introduction

Purpose

Emergency Support Function (ESF) #14 – Long-Term Community Recovery and Mitigation provides a framework for Federal Government support to State, regional, local, and tribal governments, nongovernmental organizations (NGOs), and the private sector designed to enable community recovery from the long-term consequences of an Incident of National Significance. This support consists of available programs and resources of Federal departments and agencies to enable community recovery, especially long-term community recovery, and to reduce or eliminate risk from future incidents, where feasible.

Scope

The policies and concepts in this annex apply to appropriate Federal departments and agencies following an Incident of National Significance that affects the long-term recovery of a community. Based on an assessment of incident impacts, ESF #14 support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. ESF #14 will most likely be activated for large-scale or catastrophic incidents that require Federal assistance to address significant long-term impacts in the affected area (e.g., impacts

on housing, businesses and employment, community infrastructure, and social services).

Policies

- ESF #14 recognizes the primacy of affected State, local, and tribal governments and the private sector in defining and addressing risk reduction and long-term community recovery priorities.
- Federal agencies continue to provide recovery assistance under independent authorities to State, local, and tribal governments; the private sector; and individuals, while coordinating activities and assessments of need for additional assistance through the ESF #14 coordinator.
- ESF #14 excludes economic policymaking and economic stabilization. The National Economic Council, the Council of Economic Advisors, and the Department of the Treasury develop all national economic stabilization policy.
- Federal support is tailored based on the type, extent, and duration of the event and long-term recovery period, and on the availability of Federal resources.

- Long-term community recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when feasible.
- The Federal Government uses the post-incident environment as an opportunity to measure the

effectiveness of previous community recovery and mitigation efforts.

- ESF #14 facilitates the application of loss-reduction building science expertise to the rebuilding of critical infrastructure (e.g., in repairing hospitals or emergency operation centers to mitigate for future seismic or tornado risk).

Concept of Operations

General: ESF #14 provides the coordination mechanisms for the Federal Government to:

- Assess the social and economic consequences in the impacted area and coordinate Federal efforts to address long-term community recovery issues resulting from an Incident of National Significance;
- Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations;
- Work with State, local, and tribal governments; NGOs; and private-sector organizations to conduct comprehensive market disruption and loss analysis and develop a market-based comprehensive long-term recovery plan for the affected community;
- Identify appropriate Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available;
- Avoid duplication of assistance, coordinate to the extent possible program application processes and planning requirements to streamline assistance, and identify and coordinate resolution of policy and program issues; and
- Determine/identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among Federal departments and agencies, and with State, local, and tribal governments and other involved

parties, to ensure followthrough of recovery and hazard mitigation efforts.

Organization

Headquarters: ESF #14 representatives participate in pre-incident meetings and pre- and post-incident coordinating activities. The Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA) serves as the ESF #14 coordinator. Each primary agency participates in pre-incident planning activities under ESF #14 and provides representatives to the National Response Coordination Center as requested. Support agencies participate in activities as deemed appropriate.

Regional and Field Operations: The ESF #14 coordinator and primary agencies meet to determine the need to activate ESF #14 elements when the nature of the Incident of National Significance is likely to require Federal long-term community recovery assistance. ESF #14 organizes within the Operations Section of the Joint Field Office (JFO). Agency representation depends on the nature and severity of the incident.

Actions

Long-Term Pre-Incident Planning and Operations

- Meets regularly at the national and regional levels to ensure procedures and program/contact information are up to date, to discuss lessons learned from incidents and exercises, and to explore ways to leverage available resources by creatively packaging Federal assistance.

- Develops coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Coordinates development of national strategies and plans in coordination with ESF #3 – Public Works and Engineering; ESF #6 – Mass Care, Housing, and Human Services; ESF #10 – Oil and Hazardous Materials Response; and others, as appropriate, to address key issues for catastrophic incidents such as incident housing and permanent housing, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, restoration of the agricultural sector, and short- and long-term community recovery.
- Involves, as appropriate, State, local, and tribal government representatives, local planning and building science organizations, NGOs, and private-sector organizations in pre-event planning activities.
- Establishes procedures for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts.
- Develops action plans delineating appropriate agency participation and resources available that take into account the differing technical needs for risk assessment and statutory responsibilities by hazards. Plans include scaling to appropriate levels of staffing and coordination based on the nature and size of the incident.
- In collaboration with the State, assigns Federal and State staff for Preliminary Damage Assessment teams, if feasible, to identify and document economic impact and losses avoided due to previous mitigation and new priorities for mitigation in the incident-affected area.

Post-Event Planning and Operations

- Gathers information from Federal departments and agencies and impacted State, local, and tribal governments to assess the scope and magnitude of the social and economic impacts on the affected geographic region. Convenes interagency meetings to:
 - Develop an incident-specific Federal action plan to delineate specific agency participation to support specific community recovery and mitigation activities, using pre-incident Federal, State, local, and tribal plans, to the extent appropriate, and take actions to avoid duplication of assistance to recipients; and
 - Facilitate sharing of information and identification of issues among agencies and ESFs, and coordinate early resolution of issues and the delivery of Federal assistance to minimize delays for assistance recipients.
- Coordinates identification of appropriate Federal programs to support implementation of long-term community recovery plans and gaps under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.
- Coordinates implementation of the recommendations for long-term community recovery with the appropriate Federal departments and agencies if the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives.
- Within the affected area, coordinates assessment of accuracy and recalibration of existing hazard, risk, and evacuation modeling used by Federal, State, local, and tribal governments.

Immediately Prior to Incident (when notice is available—e.g., hurricane, flood)

- In coordination with other ESFs, as appropriate, uses predictive modeling, such as the Hazards U.S. (HAZUS) loss estimation methodology, to ascertain vulnerable critical facilities as a basis for identifying recovery priorities.
- Provides early identification of projects to be quickly implemented, especially those relating to critical facilities based on existing local and State plans.

- Facilitates recovery decisionmaking across ESFs. Also facilitates awareness of post-incident digital mapping and pre-incident State,

local, and tribal hazard mitigation and recovery planning across ESFs.

Responsibilities

ESF Coordinator: DHS/EPR/FEMA

- Convenes meetings pre- and post-incident to implement ESF #14.
- Coordinates drafting and publication of ESF #14 operational plans and procedures.
- Represents ESF #14 at interagency planning meetings.
- Serves as primary representative of ESF #14 at the JFO and ensures appropriate participation from primary and support agencies after incidents.

Primary Agencies

- Lead planning efforts for areas of agency expertise, and lead post-incident assistance efforts for areas of department/agency expertise.
- Identify areas of collaboration with support agencies and facilitate the interagency integrated assistance delivery, issue resolution, and planning efforts.

| Agency | Responsibilities |
|--|---|
| Department of Agriculture | Emergency loans for agricultural sector, technical assistance for agricultural market recovery, rural housing, technical assistance for resource conservation, and technical and financial assistance for emergency watershed protection. |
| Department of Commerce/Economic Development Administration | Economic recovery and growth assistance, technical assistance in community planning, and economic assessment expertise. |
| Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency | Technical assistance in community and State planning; recovery and mitigation grant and insurance programs; outreach and public education; building science expertise; and natural hazard vulnerability/risk assessment expertise. |
| Department of Housing and Urban Development | Building technology technical assistance, and assistance for: housing; community redevelopment and economic recovery; public services; infrastructure; mortgage financing; and public housing repair and reconstruction. |
| Department of the Treasury | Economic and financial resilience and vitality, including reliability of public and private payments systems and financial flows, and removal of impediments to economic activity. |
| Small Business Administration | Long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property. Loan assistance to small businesses to address adverse economic impact due to the incident. |

Support Agencies

Participate in planning efforts for areas of agency expertise, and provide program assistance and expertise as appropriate and in coordination with other ESF departments and agencies. Support agencies include:

| Agency | Responsibilities |
|---|---|
| Department of Commerce | Economic and Statistics Administration: Performs economic impact assessment. |
| | National Institute of Standards and Technology: Provides building science expertise. |
| | National Oceanic and Atmospheric Administration: Provides natural hazard vulnerability analysis expertise and coastal zone management. |
| Department of Defense/U.S. Army Corps of Engineers | <ul style="list-style-type: none"> ▪ Provides technical assistance in community planning and civil engineering, and natural hazard risk assessment expertise. ▪ Supports the development of national strategies and plans related to housing and permanent housing, debris management, and the restoration of public facilities and infrastructure. |
| Department of Energy | <ul style="list-style-type: none"> ▪ Assists in the economic assessment of an incident based on degradation to energy infrastructure. ▪ Provides the appropriate support and resources to assist in energy infrastructure restoration. ▪ Provides technical advice in radioactive debris management. |
| Department of Health and Human Services | Provides expertise in long-term health and medical concerns and mental health services. |
| Department of Homeland Security | Border and Transportation Security Directorate, Transportation Security Administration: Coordinates security of the Nation’s transportation system in times of national emergency. |
| | Information Analysis and Infrastructure Protection Directorate: Provides technical expertise in protective measures for critical infrastructure. |
| | Private-Sector Liaison: Provides expertise in private-sector capabilities and services; provides coordination with private-sector organizations. |
| Department of the Interior | Provides technical assistance in community planning, and natural and cultural resources expertise; community liaison for federally owned lands and facilities; and natural hazard vulnerability analysis expertise. |
| Department of Labor | Conducts incident unemployment programs; provides job training and retraining assistance, and expertise in economic assessment. |
| Department of Transportation | Provides technical assistance in transportation planning and engineering and transportation assistance programs. |
| Environmental Protection Agency | Provides technical assistance for planning for contaminated debris management and environmental remediation. |

| Agency | Responsibilities |
|-----------------------------------|--|
| Tennessee Valley Authority | Provides technical expertise in Federal lands stewardship and electrical grid operations. |
| American Red Cross | Provides mass care services; individual immediate and long-term family services; post-event mitigation; referral support; and health and mental health services. |