

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

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### **Primary Agency**

Pacific County Emergency Management Agency (PCEMA)  
Pacific County Emergency Management Council

### **Support Agencies**

Pacific County Dept. of Public Works (DPW)  
Pacific County Dept. of Community Development (DCD)  
Washington State Dept. of Transportation (DOT)  
American Red Cross (ARC)  
Pacific County Assessor's Office  
Fire Agencies  
Pacific County Humane Society  
Harbor Association of Volunteers for Animals (HAVA)

## **I. Introduction**

### **A. Purpose**

1. To provide a process to facilitate the community's transition from a disaster situation to the resumption of recoverable/renewable activities.
2. To provide for the effective coordination of damage assessment activities.

### **B. Scope**

1. This ESF applies to all assessment activities in Pacific County and the cities of Ilwaco, Long Beach, Raymond, and South Bend related to damage resulting from natural, technological, and human-caused disasters.
2. This ESF applies to all county and city departments and addresses disaster related assistance and services provided by government and volunteer agencies following the response to a hazardous event. This ESF will be implemented in concert with ESF #7 Logistics Management and Resource Support and ESF #8 Public Health and Medical Services.

### **C. Policies**

1. The head of each county and city department is responsible for establishing policy and procedures for assessing damage and reporting that information to the EOC.

2. PCEMA will coordinate the collection of damage assessment information for both public losses and uninsured private losses from local jurisdictions, public entities, and tribes, and forward the information to state emergency management for a determination in respect to county recommendation for federal individual assistance, public assistance, or both.
3. Whenever Pacific County qualifies for state and/or federal individual disaster assistance, individuals, families, and businesses will be referred to applicable state and federal programs, or to volunteer agencies.
4. When individuals, families, and businesses do not qualify for state or federal assistance, or whenever Pacific County declares a local emergency that is not followed by a state or federal declaration, assistance will be provided in accordance with existing county policy and programs or by volunteer agencies.
5. Public damage and response costs will be borne by the incurring organization. Reimbursement will be provided through state and federal programs, as available.
6. Mitigation grant applications will be the responsibility of the requesting organization

## **II. Situations and Assumptions**

### **A. Situations**

1. There are two types of damage assessment:
  - a. Urgent, for rapid assessment of what has happened countywide to prioritize initial response activities and determine the immediate need for outside assistance.
  - b. Detailed, to document the magnitude of private and public damage for planning recovery activities and to justify requests for state and federal assistance.

2. Initial reports may be fragmented and provide an incomplete picture of the extent and magnitude of damage to the community.
3. There may be a shortage of individuals qualified to assess the damage.
4. Cities, towns, special purpose districts, and public utilities will make detailed damage assessment reports to the Emergency Operations Center (EOC).
5. There may be an immediate and urgent need for medical attention, sanitation facilities, food, water, shelter, clothing, and transportation following a hazardous event.
6. To the extent practicable, immediate basic needs will be the responsibility of the individual, benefited by individual pre-disaster preparedness measures.
7. Needs not met by individual responsibility will be referred to established public or private programs consistent with individual qualifications, organizational priorities, and resource availability.

#### B. Assumptions

1. Needs not met by individual responsibility will be referred to established public or private programs consistent with individual qualifications, organizational priorities, and resource availability.
2. Organizations or agencies, whether public or private, providing utility services prior to a disaster, will have and implement plans to continue that service during recovery and restoration.
3. Total recovery or the resumption of pre-disaster operations will not be possible. The recovered county will be distinctly different from pre-disaster status in both private and public sectors.
4. Recovery and restoration operations begin in the county and are based on the damage assessment reports received.
5. Recovery and restoration operations will be conducted from the Pacific County EOC or other established location. This process will continue until the function is no longer necessary. Recovery and restoration operations may include, but are not limited to:
  - a. Providing support to local entities, state, and federal teams
  - b. Providing necessary and requested information
  - c. Providing reports and situation updates

6. If Pacific County is declared a federal disaster area, an applicant briefing will be held to inform all eligible agencies of the process to apply for assistance and what assistance might be available through public assistance programs.
7. If individual assistance programs are available, individuals must apply for themselves. Pacific County EOC, WAEMD, and program liaisons will notify the public on program procedures.
8. The Pacific County EOC and WAEMD will assist in providing the private sector with contacts of other organizations or sources of assistance as appropriate.

### **III. Concept of Operations**

A. After any hazardous event that impacts Pacific County, a damage assessment of the affected area will be conducted.

B. Rapid Damage Assessment

1. A rapid damage assessment is needed to provide the EOC and first responders with an immediate sense of the types and magnitude of damage and of the condition of the transportation and communications infrastructure. This type of assessment is sometimes referred to as a windshield assessment.
2. Rapid damage assessment may begin during the hazardous event, such as a flood or windstorm, or immediately following, such as after an earthquake, and continue until the EOC has developed a picture of the types and magnitude of damage throughout the county.
3. County and city departments, employees, the media or the public may provide initial, urgent reports. Damage reports from county and city departments or employees should be transmitted without delay and be as concise and as informative as possible. Reports of damage should not be delayed to gather detailed information. As a minimum, urgent reports should contain a location, type of damage, magnitude of damage, whether personal injury or death is involved, and whether immediate assistance is needed to save lives.
4. Damage assessment reports will be made to the EOC by the most expeditious means under the circumstances.
5. Following rapid damage assessment, and as necessary, responders will establish response priorities, attending to the needs of the public in a way that provides maximum life-saving potential. If local resources are insufficient to respond to all urgent needs in a timely manner, additional resources will be requested through mutual aid agreements or through the EOC.
6. EOC staff will analyze the information received, develop countywide response priorities and coordinate resources accordingly. The Public Information Officer (PIO) will also disseminate damage information to appropriate government

officials, the media, and the public.

7. A preliminary damage assessment is needed to document the magnitude of private and public damage for planning recovery activities, to justify requests for state and federal assistance, and to meet the information needs of the public.

C. Detailed Damage Assessment

1. Detailed damage assessment will generally begin as on as practical. Depending on the nature and magnitude of damage, detailed assessment could last for several weeks.
2. When requested, EOC or PCEMA staff will forward private damage assessment information to the state for determination of whether Pacific County qualifies for state and federal assistance for individuals, families, and businesses.
3. Depending on the nature of the hazard, such as an earthquake or flood, DCD will conduct structural inspections of privately owned structures and businesses to determine whether they are safe to enter or to occupy. Subsequent engineering evaluations to determine corrective action or to appeal the county's action will be the responsibility of the property owner or occupant.
4. Additional county and city departments may be involved with private damage assessment depending on the nature of the hazard, information received by the EOC, or information discovered by the building inspectors.
5. Detailed damage assessment of public property and facilities will be conducted by the responsible organization. Specialized assistance will be requested from appropriate county, state, or federal organizations or private sources, as appropriate.

D. Any county or city department or public agency suffering damage from a hazardous event will document the damage on preliminary damage assessment forms available from the EOC or PCEMA staff. Guidance and sample forms are available in the EOC. (See Attachment 2, Damage Assessment for Government and Government-Like Organizations)

E. Completed preliminary damage assessment forms will be returned to the EOC or PCEMA staff. Staff will compile the information and, when requested, forward it to state emergency management for a determination of whether Pacific County qualifies for state and federal public assistance.

F. Generally, preliminary damage assessment forms must be provided to the state before any determination is made as to the availability of public assistance.

G. The PIO will disseminate damage information as appropriate to government officials, the media, and the public.

H. Private damage assessment will be conducted by telephone outside the EOC.

- I. Following the response to a hazardous event, the county EOC will remain activated to coordinate initial recovery and restoration activities. The EOC will remain activated until its coordinating functions are no longer needed. The EOC may be reactivated on a temporary basis to meet developing needs.
  
- J. Depending on the nature of the disaster, a Disaster Recovery Team may be convened to coordinate the county's recovery, restoration, and mitigation activities.
  - 1. The Disaster Recovery Team will coordinate the county's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Chair of the PCEMA Council or designee, will chair the Recovery Team, who will assemble selected members including community representatives, appropriate to the nature of the recovery effort.
  - 2. The initial meeting of the Recovery Team will be as recommended by the Director of PCEMA. Timing of the initial meeting will be based upon the nature of the disaster and will generally occur as the urgent response phase is ending. A schedule for subsequent meetings will be developed at the initial meeting.
  
- K. PCEMA recommends a Long Term Recovery Organization be formed to coordinate the provision of disaster related humanitarian assistance and services to all citizens of the County.

Members of the Long Term Recovery Organization may include:

- 1. Crisis Clinic
  - 2. Volunteer Center
  - 3. Humanitarian organizations such as the American Red Cross, the Salvation Army, Saint Vincent DePaul, and the Food Bank.
  - 4. Clergy and related organizations
  - 5. Civic organizations
  - 6. Agricultural Stabilization and Conservation Service
  - 7. Animal Services
  - 8. Housing Authority
  - 9. Business Community
  - 10. Legal and financial service organizations
  - 11. Others as appropriate
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- L. Both EOC staff and the Disaster Recovery Team will support countywide activities. Liaison and coordination will be maintained with federal, state, city and town officials,

the American Red Cross, and other volunteer organizations. The EOC Incident Command or Chair of the Disaster Recovery Team will determine the priority of tasks.

- M. Authorization for emergency expenditures of public funds for response and/or recovery activities will be the responsibility of the affected jurisdiction's governing body.
- N. During the response phase, EOC staff will document reported damage throughout the county and evaluate community needs. The PCEMA Council will initiate planning for recovery and restoration. Resources and services will be arranged, as necessary, for meeting urgent community needs.
- O. The resources and services of county and city organizations will be used to the extent practicable. Additional services or resources, or those not normally part of the county inventory, may be procured from private sources, requested through state Emergency Management, or provided by community largess.
- P. Individuals, families, and the business community seeking financial or housing assistance will be referred to local, state, federal, or volunteer program coordinators, as applicable.
- Q. A compendium of selected disaster assistance programs is included as Attachment 1.

#### **IV. Organization**

The Pacific County EOC operates under principles of the Incident Command System and the National Incident Management System. ESF 14, Long Term Recovery will be incorporated into the Planning as well as the Operations Sections of the EOC upon activation, providing direction and support to emergency response field units upon request.

#### **V. Actions**

##### **A. Initial**

1. Coordinate ESF 14 within the Planning and Operations Sections of the Pacific County EOC and/or at other locations as required.
2. Coordinate needs and response actions with each agency.
3. Establish and maintain of a system to support on-scene direction/control and coordination with the State EOC or other coordination entities as appropriate.
4. Utilize evacuation, deployment, or demobilization routes to the extent possible.
5. Coordinate with support agencies to develop, prioritize, and implement strategies for the initial response to EOC requests. Emergency Medical Services may provide transportation for medically critical or other special needs persons.

6. Maintain situational awareness regarding transportation support for threatened and/or impacted areas to determine post-event effect on emergency services.

7. Monitor and direct transportation resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.

8. Participate in EOC briefings, development of Incident Action Plans, and Situation Reports, and meetings.

9. Coordinate with support agencies, as needed, to support emergency activities.

10. Obtain other resources through state or regional Mutual Aid and Assistance Agreements.

**B. Continuing**

1. Contact each agency for initial damage assessment of personnel, equipment, and supplies.

2. Maintain documentation of all reported damage by agencies.

3. Continue to provide support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or Jurisdictions.

4. Initiate financial reimbursement process for recovery activities when such support is available.

5. Assist in recovery operations of the EOC.

6. Coordinate with the All Hazards Mitigation Committee to identify potential hazards and their impacts, include in the All Hazards Mitigation Plan and seek funding.

7. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

8. Provide rapid damage assessment reports per field surveys.

12. Manage inventory of equipment and other pre-designated assets that are essential to meet transportation of special needs groups.

9. Maintain a list of ESF 14 assets that can be deployed during an emergency; refer to the NIMS Resource Typing in organizing these resources.

10. Assign and schedule sufficient personnel to implement ESF 4 tasks for an extended period of time.

11. Ensure lead agency personnel are trained in their responsibilities and duties.

12. Develop and implement emergency response and transportation strategies.

## **VI. Responsibilities**

### **A. Primary Agency**

1. Pacific County Emergency Management Agency/Pacific County Emergency Management Council.

- a. Develop and maintain active liaison with private non-profit groups and the business community to facilitate the provision of recovery and restoration resources and services.
- b. Assist in the arrangement for establishment of a Disaster Recovery Center when requested by state or federal emergency management personnel.
- c. Maintain files of disaster related recovery and restoration information provided during previous disasters, including that of state and federal agencies and other jurisdictions.
- d. Develop EOC procedures for coordinating recovery and restoration activities and public information; coordinate content and distribution of recovery information with state and federal emergency management agencies.
- e. In coordination with the EOC PIO, inform the public of available services and assistance programs.
- f. Develop and maintain a system for registering emergency volunteer workers for recovery and restoration activities.
- g. Assist other organizations in identifying recovery and restoration activities and training opportunities.
- h. Include recovery and restoration coordination as part of the countywide emergency management training program. Coordinate Comprehensive Emergency Management Plan review after each activation to incorporate lessons learned.
- i. Assist other organizations in identifying damage assessment resources, including training opportunities.
- j. Develop and distribute a list of critical facilities. Critical facilities are those needed for continuity of government and public safety such as disaster management direction and control facilities, shelters, firehouses, correctional facilities, and hospitals.
- k. Develop EOC procedures for soliciting, receiving, recording, evaluating, and disseminating damage assessment information.

- l. Include damage assessment administration and reporting as part of the countywide emergency management training program.
- m. Develop and maintain a system for registering damage assessment emergency volunteer workers.

## B. Support Agencies

### 1. All County/City Organizations

- a. Include damage assessment activities in organizational training programs and participate in countywide drills and exercises to evaluate procedures and to maintain or refine damage assessment skills.
- b. Implement damage assessment procedures following a hazardous event, as appropriate.
- c. Make damage assessment information available to the County EOC or PCEMA staff.
- d. Assist those organizations with specific damage assessment responsibilities as requested.
- e. Include recovery and restoration activities in organizational training programs and participate in countywide drills and exercises to evaluate recovery and restoration activities and procedures.
- f. Implement recovery and restoration procedures following a hazardous event, as appropriate.
- g. Provide the EOC PIO with relevant information for distribution to the public.
- h. Provide a competent liaison to coordinate, with state and federal assessors, the development and tracking of federal reports through the damage assessment process.
- i. Support and assist those organizations with specific recovery and restoration responsibilities as requested.

### 2. All County and City Employees

Following a hazardous event, assess your surroundings and situation, look to your own safety and to those around you, and, safety permitting, Communicate observed damage to the EOC. Remember, even in a disaster, 9-1-1 remains the number to call for immediate life-saving assistance.

3. American Red Cross –Southwest Washington Chapter
  - a. Activate mass care facilities and individual assistance programs as needed and identified by ARC staff or in coordination with requests from PCEMA or the EOC.
  - b. Send an ARC representative to the EOC for mass care and individual assistance coordination, as appropriate.
  - c. Coordinate pet care with the local veterinary services, the Pacific County Humane Society and HAVA.
4. Pacific County Humane Society and HAVA
  - a. PCEMA recommends the development of plans and procedures to provide animal specific disaster response and recovery services by organizations specializing in the care, feeding, and sheltering of animals on a daily basis such as the Pacific County Humane Society and HAVA.
  - b. May assist ARC mass care efforts by arranging for the care of pets brought to shelters.
  - c. May assist individuals with animals in distress, arranging for animal transportation and care, as necessary.
  - d. May activate animal shelters as necessary.
5. Assessor

Process citizen requests for property reassessment, or reduction of assessments due, as a result of losses or damages caused by a disaster.
6. Auditor's Office/City Financial Services
  - a. In meeting the requirements of 36.22 & 36.40 RCWs, provide financial and accounting services to departments and offices for FEMA and other related loans and grants. Departments of Public Works
  - b. In coordination with County, City, and State organizations develop emergency policy and procedures for addressing storm water, surface water, and drainage issues on private property.
  - c. Identify critical county and city facilities and provide a list to the EOC and to DCD.
  - d. Assist DCD with entry and inspection of county and city facilities.
  - e. Develop and maintain procedures for both urgent and detailed assessment of damage, other than structural building inspections, to county facilities and

property, but not including roads, bridges or associated rights-of-way. Enter buildings only after a determination by DCD that they are safe to enter.

7. Department of Community Development

- a. Review development standards and building codes as a result of lessons learned from a disaster, as appropriate.
- b. Assist and provide advice to the public with relevant recovery activities including building and safety inspections, land use and zoning information, and permit assistance.
- c. In coordination with other county organizations, identify temporary storage locations for disaster related debris.
- d. Advise the public, through the EOC PIO, of pertinent Public Environmental Health issues and concerns such as: inspection of on-site sewage systems, wells and sanitation.
- e. The Environmental Health Division will provide for coordination of the collection and disposal of hazardous materials.
- f. Ensure adequate resources and trained personnel are identified to conduct Public Environmental Health activities. Develop plans and procedures to register and use resources of other jurisdictions, professional organizations, the business communities, and volunteers.
- g. Inspect and, if necessary, abate abandoned structures.
- h. Provide for vector control, as necessary.
- i. Develop policy and procedures, in coordination with DOT, for the collection and disposal of disaster debris from public and private property, including the pick-up and disposal of hazardous material.
- j. Develop policy and procedures for accepting disaster debris at the land fill and transfer stations.

8. Public Health and Human Services

- a. Advise the public, through the EOC PIO, of pertinent Public Health issues such as disinfection, food and water safety, and disease.
- b. Assist in coordination as necessary for mental health and stress counseling to disaster victims.
- c. Ensure adequate resources and trained personnel are identified to conduct Public Health activities. Develop plans and procedures to register and use resources of

other jurisdictions, professional organizations, the business and medical communities, and volunteers.

9. Public Information

Coordinate public information and instructions and media relations as defined in ESF #15 External Affairs.

10. Washington State Department of Transportation

- a. Remove debris from rights-of-way and repair and restore roads and bridges damaged during a disaster; initial focus should be on major or critical routes.
- b. Assist DPW with debris collection, drainage and transportation activities.
- c. Develop and maintain procedures for both urgent and detailed inspections of bridges, roads and transportation rights-of-way.
- d. Ensure adequate resources and trained personnel are identified to conduct inspections. Develop plans and procedures to register and use resources of other county jurisdictions and government agencies, professional and educational organizations, and volunteers.
- e. Develop and maintain procedures for work crews and personnel to support rapid damage assessment by surveying their work areas immediately following a hazardous event and reporting the situation to the EOC. Critical facilities within the work area should receive highest priority for assessment.

11. Sheriff's Office

- a. Develop and maintain procedures for field personnel to support rapid damage assessment by surveying their patrol areas immediately following a hazardous event and reporting the situation to the EOC. Critical facilities within the patrol area should receive highest priority for assessment.
- b. As available, provide inmate crews to assist other organizations with recovery and restoration activities.

12. Fire Agencies

Develop and maintain procedures to support rapid damage assessment by surveying the fire district immediately following a hazardous event and reporting the situation to the EOC. Critical facilities within the Fire District should receive highest priority for assessment.

C. State/Federal

1. Dispatch assessment teams to document and/or verify public and private damage.
2. If Individual Assistance is authorized, establish a local Disaster Recovery Center to

assist qualified citizens with filing claims for financial or housing assistance.

3. If Public Assistance is authorized, dispatch assessors to develop, in coordination with local representatives, Disaster Survey Reports for public damage and response costs.
4. Provide technical assistance and advice on recovery and mitigation activities, to both citizens and public agencies, as appropriate.
5. Coordinate public information and assistance activities with the local EOC PIO. Keep local authorities informed of assistance provided to local residents, businesses, and public entities.

- a. In coordination with other county and city departments, develop policy and procedures to segregate disaster debris into recyclable and non-recyclable components, including the recycling of applicable components.
- b. Identify resources and trained personnel to conduct debris removal activities. Develop plans and procedures to register and use resources of other jurisdictions, professional organizations, the business community, and volunteers.
- c. In coordination with other government organizations, identify sites for temporary shelters to accommodate displaced families and individuals, assuring sufficient space for emergency sanitation and staging of support infrastructure such as field kitchens, generators, mobile hospitals, and administrative facilities.
- d. Assist as required in coordination of the distribution of, emergency drinking water and sanitation facilities to stricken areas, as necessary.
- e. Develop and maintain procedures for rapid assessment of critical facilities, public buildings and structures.
- f. Develop and maintain procedures for detailed inspections of residential, business, and public buildings and structures, with initial focus on critical facilities.
- g. Ensure adequate resources and trained personnel are identified to conduct inspections. Develop plans and procedures to register and use resources of other county jurisdictions and government agencies, professional and educational organizations, and volunteers.