

**EMERGENCY SUPPORT FUNCTION #14—LONG-TERM COMMUNITY RECOVERY**

**LEAD AGENCY**

Pierce County Department of Emergency Management (DEM)

**SUPPORT AGENCIES**

Pierce County Assessor-Treasurer  
Pierce County Economic Development Department  
Pierce County Facilities Management  
Pierce County Housing Authority  
Pierce County Human Services  
Pierce County Planning & Public Works  
Tacoma-Pierce County Health Department  
Private Non-Profits/Non-Governmental Organizations

**STATE AND FEDERAL LEADS**

Washington Military Department-Emergency Management Division (WMD-EMD)  
Federal Emergency Management Agency (FEMA)

**I. INTRODUCTION**

A. Purpose

This Emergency Support Function (ESF) is intended to provide an overview of the short- and long-term disaster recovery process. This ESF provides guidance for county agencies in concert with other local government agencies, residents, Non-Governmental Organizations, and businesses to expedite recovery of the greater community to a nominal pre-disaster condition. Support Annex 8 of this Comprehensive Emergency Management Plan is the Pierce County Disaster Recovery Framework, which provides more detail than is included in this ESF.

B. Scope

This ESF forms the foundation for the county and its partners in overcoming the difficulties inherent in post-disaster recovery. This ESF covers both short-term and long-term recovery issues. The plan is intended to form a foundation that can be used to guide the county's recovery from any potential major disaster that may occur: beginning with the restoration of critical functions, services, vital resources, facilities, programs, and infrastructure, and continuing through long-term recovery.

C. Core Capabilities and Actions

The following table lists the core capabilities that ESF #14 most directly supports along with the related ESF #14 actions. In addition to the core capabilities listed in the table, all ESFs support the following core capabilities: Planning, Operational Coordination, and Public Information and Warning.

**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

<b>Mission Area</b>	<b>Core Capability</b>	<b>Description and Actions</b>
Recovery	Infrastructure Systems	<p>Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.</p> <ol style="list-style-type: none"> <li>1. Restore and sustain essential services (public and private) to maintain community functionality.</li> <li>2. Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility, and sustainability.</li> <li>3. Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.</li> </ol>
	Economic Recovery	<p>Return economic and business activities (including food and agriculture) to a healthy state, and develop new business and employment opportunities that result in an economically viable community.</p> <ol style="list-style-type: none"> <li>1. Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.</li> <li>2. Return affected area's economy within the specified time frame in the recovery plan.</li> <li>3. Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of residents.</li> </ol>
	Health and Social Services	<p>Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.</p> <ol style="list-style-type: none"> <li>1. Identify affected populations, groups, and key partners in short-term, intermediate, and long-term recovery.</li> <li>2. Complete an assessment of community health and social service needs; and prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.</li> <li>3. Restore health care (including behavioral health), public health, and social services functions.</li> <li>4. Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.</li> </ol>

**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

<b>Mission Area</b>	<b>Core Capability</b>	<b>Description and Actions</b>
Recovery <i>(continued)</i>	Housing	<p>Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.</p> <ol style="list-style-type: none"> <li>1. Assess preliminary housing impacts and needs, identify currently available options for temporary housing, and plan for permanent housing.</li> <li>2. Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market.</li> <li>3. Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified time frame in the recovery plan.</li> </ol>
	Natural and Cultural Resources	<p>Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.</p> <ol style="list-style-type: none"> <li>1. Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.</li> <li>2. Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.</li> <li>3. Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.</li> <li>4. Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.</li> </ol>

**II. POLICIES**

- A. Pierce County will act as the coordinator for county-wide recovery operations in the aftermath an emergency or major disaster that impacts the region. To do this, the County will, as necessary:
  - Form joint partnerships with other jurisdictions, governmental agencies, and private-sector organizations to form a cohesive response to the community’s needs.

- Coordinate with other entities that provide housing, feeding, and support needs for individuals and families affected by the incident.
- Collect Preliminary Damage Assessment (PDA) information from all jurisdictions to assist with obtaining a Presidential declaration under the Stafford Act.
- Coordinate the “applicant briefings” for all jurisdictions in the County.
- Establish Disaster Recovery Centers (DRCs) in coordination with the Washington State Emergency Operations Center (SEOC), and/or the Federal Emergency Management Agency (FEMA).
- Promote and support mitigation measures to lessen the impact of future major disasters.
- Work with the Disaster Survivors Advocacy Team (DSAT) to provide disaster case management to impacted residents.
- Activate the Pierce County Disaster Recovery Task Force after major events that require a broad vision of how the County will recover from those events over the long term.

### **III. SITUATION**

#### **A. Emergency/Major Disaster Conditions and Hazards**

The Pierce County Hazard Identification and Risk Assessment (HIRA) is the foundational document for all emergency planning in the county. The HIRA describes in detail the natural and human-caused hazards of greatest concern to communities in Pierce County. Pierce County Department of Emergency Management (DEM) maintains the HIRA.

#### **B. Planning Assumptions**

The basic assumption which this ESF is based upon is that the HIRA provides an accurate picture of Pierce County’s vulnerabilities. Other assumptions include:

- Recovery will not recreate the same community that existed prior to the major disaster.
- Substantial federal financial assistance will be made available to Pierce County in the event of a presidential major disaster declaration.
- Many organizations and businesses, such as utility companies, have their own recovery plans that will assist them in their recovery and that of the community.
- Normal operations by law enforcement, fire departments, medical providers, and other emergency personnel may be delayed or hindered for a period of time.
- Many businesses may not be able to supply basic necessities for an extended period of time following a major disaster, and many of them could go out of business due to lost revenue.

#### IV. CONCEPT OF OPERATIONS

##### A. Mitigation Mission

DEM's Planning Section, in coordination with representatives from several Pierce County agencies, will identify vulnerabilities and develop strategies activities to reduce the risks to our communities from future emergencies or major disasters.

##### B. Response Mission

Actions to initiate both short-term and long-term recovery commence concurrently with response operations. For any given incident, these actions expand rapidly as soon as life-saving efforts are completed. In the aftermath of a major disaster, the leadership of the Tacoma-Pierce County Emergency Operations Center (EOC)—hereafter called the "EOC"—will set priorities for recovery of critical functions, services, vital resources, facilities, programs, and infrastructure. Evaluation of the incident's impact on residents occurs throughout the response phase and influences the direction of recovery operations related to individuals, families, and businesses.

Support agencies must assign a designee as an agency representative/liaison to operate from the EOC—when activated—to coordinate agency activities within the overall disaster response and into disaster recovery.

Preliminary Damage Assessments (PDAs) begin during the response phase and are intended to support activities such as mapping locations of damaged property and applying for federal financial assistance (see Support Annex 2—Financial Management and Support Annex 8—Disaster Recovery Framework for additional information on short-term recovery).

##### C. Recovery Mission

###### *Short-Term Recovery*

Short-term recovery begins early in the response phase and is focused on providing immediate support to residents and businesses, as well as restoring critical services and infrastructure, such as: utilities, government operations, medical services, transportation routes, cleanup, debris removal, and abatement of dangerous buildings. Activities occurring during short-term recovery include:

1. Pierce County government agencies (such as DEM, Human Services, Planning & Public Works, etc.) have continuity plans that will be implemented, as necessary, in the aftermath of an emergency or major disaster to ensure continued performance of their essential functions.
2. The Citizen Corps' Disaster Survivors Advocacy Team (DSAT) will be activated as soon as possible through the Citizen Corps EOC liaison in recognition of the Corps' key role in short-term recovery for individuals and families by fulfilling unmet needs.
3. The EOC, through the Joint information Center (JIC), will disseminate information about the government response to the major disaster. The JIC will

also provide information about the FEMA disaster assistance registration process and about specific local, state, and federal programs for individuals, families, and small businesses (such as Individual Assistance). The EOC will also transfer citizen telephone calls for assistance with unmet needs to the Citizen Corps liaison or to members of the DSAT.

4. The Damage Assessment Call Center (DACC) will be activated in the EOC to receive telephone damage reports from homeowners and businesses and requests for assistance from residents. Calls to the center will be catalogued and—as needed—transferred or referred to the appropriate entity, such as the DSAT. The DACC is a key early step in acquiring information necessary to obtain a presidential major disaster declaration.
5. The EOC will deploy a Recovery Field Team to meet with residents, solicit information on damages, distribute information on recovery issues relevant to individuals and families, and provide residents with a visible indication that their government is actively working to help them recover from major disasters.
6. Pierce County Planning & Public Works is the lead agency for public works emergencies involving sewers, solid waste, water, roads, dikes and levees, and ferries and traffic operations. Planning & Public Works conducts Preliminary Damage Assessments (PDAs) and makes emergency repairs to restore critical functions, infrastructure, and services.
7. DEM will assist all county departments, local government agencies, and eligible Private Non-Profit/Non-Governmental Organizations with meeting the initial requirements for assisting the State in obtaining a Presidential disaster declaration; as well as receiving the federal financial assistance that may follow.
8. Upon occurrence of an emergency or major disaster, the Pierce County Enhanced 9-1-1 program manager and staff shall report to the EOC to begin coordination with telephone companies and Public Safety Answering Points (PSAPs)—both primary and secondary—for the restoration of Enhanced 9-1-1 service. There is a backup Enhanced 9-1-1 dispatch center located at the EOC.
9. The on-scene Incident Commander, ESF #8 agencies and organizations work cooperatively with the Tacoma-Pierce County Health Department and the Disaster Medical Control Center (DMCC) to coordinate EMS and hospital activities during an emergency or major disaster.
10. DEM will coordinate opening Disaster Recovery Centers (DRCs) with the SEOC and/or FEMA.
11. Planning & Public Works will do safety evaluations of structures and tag them as required using ATC-20, ATC-45 or other relevant damage evaluation standards.

*Long-Term Recovery*

Long-Term Recovery is focused in a larger sense on establishing a “new normal” for an economically sustainable Pierce County. Components include rebuilding public infrastructure, ensuring adequate housing stock, coordinating delivery of social and health care including mental health services, refining land-use planning to incorporate mitigation strategies and lessons-learned from the major disaster, supporting business to help the economy rebound, and maximizing available federal and state aid to recover disaster-related costs.

Because long-term recovery is a partnership among all segments of the community, the Pierce County DEM Director will identify DEM staff who will be involved in this process of partnership with impacted cities and towns, the private-sector, and Non-Governmental Organizations to begin work on disaster recovery priorities. The Pierce County Executive can activate the Disaster Recovery Task Force—which represents a broad cross-section of the community—to help shape a vision of how Pierce County will recover from a disaster. Activities occurring during long-term recovery include:

1. Many of the processes included in short-term recovery continue under long-term recovery, albeit with different priorities and emphasis. For example, emergency road repairs made during or immediately after the response phase might suffice for a time but will need to be brought up to normal road standards during the long-term recovery phase.
2. The Pierce County Economic Development Department will help obtain and administer small business financing programs as necessary; function as liaison and problem solver for business with local, state, and federal entities; and assist business with relocation within Pierce County.
3. The Citizen Corps’ Disaster Survivors Advocacy Team (DSAT) will provide disaster case management for individuals and families with unmet needs. For a large/widespread incident, the capacity of the team to provide such services will be exceeded, in which case a waiting list will be established. The DSAT is designed to quickly integrate into federal disaster case management programs brought into the county by the FEMA and other federal government agencies.
4. OptumHealth Pierce RSN, a private company contracted with the state Department of Social and Health Services (DSHS), is responsible for delivering disaster mental health services in Pierce County.
5. Pierce County Planning & Public Works, in consultation with DEM, will work to ensure that permitting for reconstruction considers the hazard mitigation strategies of impacted communities. Planning & Public Works, in consultation with the Pierce County Economic Development Department, will also take steps deemed appropriate to speed economic recovery such as deferring permit fees and adding flexibility to the permit process.

**V. RESPONSIBILITIES**

<b>Lead Agency</b>	<b>ESF Responsibilities</b>
<p align="center">Pierce County Department of Emergency Management (DEM)</p>	<ol style="list-style-type: none"> <li>1. Coordinate affected governmental entities' recovery efforts through collecting and disseminating information, managing of resource requests and logistical support, and facilitating inter-governmental/departmental communication. The EOC is the focal point for triage and prioritization decisions regarding the restoration of critical services and infrastructure such as utilities, government operations, medical services, transportation routes, cleanup, debris removal, abatement of dangerous buildings, and providing emergent support to residents and businesses.</li> <li>2. Collect, compile, and coordinate damage assessment information from public, private, and business sectors. This information will be used to support the State's effort to obtain a Presidential major disaster declaration, which makes available a wide range of federal funding (additional information on the disaster declaration process, including links to Standard Operating Procedures, can be found in Support Annex 8 of this plan).</li> <li>3. Coordinate meetings among local government agencies, EMD, and FEMA to fulfill the documentation requirements for obtaining federal financial assistance.</li> <li>4. Provide support services to Citizen Corps and its Disaster Survivors Advocacy Team (DSAT) through assigning a DEM liaison and allocating space in the EOC during the response and recovery phases of an emergency or major disaster. The EOC call takers will refer requests from resident for help with unmet needs to the DSAT.</li> <li>5. Provide shelter to displaced Pierce County residents.</li> <li>6. Allocate space in the EOC for a business liaison to coordinate meeting the needs of businesses and industries following an emergency or major disaster.</li> </ol>

<b>Support Agencies</b>	<b>ESF Responsibilities</b>
<p align="center">Pierce County Assessor-Treasurer</p>	<ol style="list-style-type: none"> <li>1. Assess structures and reduce assessments where appropriate due to the destruction or otherwise loss of value to a property.</li> <li>2. Provide a liaison to the EOC.</li> </ol>
<p align="center">Pierce County Economic Development Department</p>	<ol style="list-style-type: none"> <li>1. Provide a liaison between businesses and local, state, and federal government entities. A department representative will physically reside at the EOC—when activated—to serve in the role of business liaison, as necessary.</li> <li>2. Provide a representative to the Pierce County Disaster Recovery Task Force.</li> <li>3. Participate and advise in the obtaining, distributing, and administering of capital dedicated to long-term economic recovery.</li> <li>4. Assist firms with relocation/reconstruction—from the site-selection and planning stage, through financing, permitting, and development—in the aftermath of an emergency or major disaster.</li> <li>5. Advise Pierce County government on any opportunities to advance economic recovery</li> </ol>



**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

<b>Support Agencies</b>	<b>ESF Responsibilities</b>
<p align="center">Pierce County Facilities Management</p>	<ol style="list-style-type: none"> <li>1. Preserve the value of county real property assets in the aftermath of an emergency or major disaster.</li> <li>2. Activate procedures to identify and prioritize maintenance and repairs.</li> <li>3. Begin the process of either renovating or replacing damaged buildings.</li> <li>4. Participate in the process of finding replacement space for county offices.</li> <li>5. Secure county-owned facilities by assessing damage, and searching and locking buildings, perimeters, etc.</li> <li>6. Provide a liaison to the EOC.</li> </ol>
<p align="center">Pierce County Housing Authority</p>	<ol style="list-style-type: none"> <li>1. Administer federal housing funds granted in response to the incident.</li> <li>2. Provide access at fair-market rental rates to vacant units in the buildings the Housing Authority owns.</li> <li>3. Provide a limited number of Section 8 vouchers (rental subsidies) to disaster survivors meeting income criteria depending on funding and availability.</li> <li>4. Provide a liaison to the EOC.</li> </ol>
<p align="center">Pierce County Human Services</p>	<ol style="list-style-type: none"> <li>1. Provide information to older adults and persons with disabilities on available services and help connect them to those services.</li> <li>2. Provide case management to help older adults and persons with disabilities remain independent and, in their homes, or living situations.</li> <li>3. Participate in the Pierce County Citizen Corps' Disaster Survivors Advocacy Team (DSAT).</li> <li>4. Provide input (in conjunction with Tacoma-Pierce County Health Department) on the coordination of mental health services for the public and health and medical personnel in collaboration with lead mental health provider OptumHealth Pierce RSN.</li> <li>5. Provide a liaison to the EOC.</li> </ol>
<p align="center">Pierce County Planning &amp; Public Works</p>	<ol style="list-style-type: none"> <li>1. Inspect transportation infrastructure, flood control and sewer utilities, county facilities and other appropriate structures for structural integrity and safety and returning them to functionality.</li> <li>2. Clear debris from roadways.</li> <li>3. Provide damage assessment information to DEM.</li> <li>4. Make temporary repairs to essential facilities.</li> <li>5. Assist in traffic control by providing barricades and signage, as necessary.</li> <li>6. Serve as lead agency for debris assessment, removal, and disposal/recycling efforts.</li> <li>7. Coordinate Solid Waste Division activities with the DEM, as necessary.</li> </ol>

**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

<b>Support Agencies</b>	<b>ESF Responsibilities</b>
<p align="center">Pierce County Planning &amp; Public Works <i>(continued)</i></p>	<ol style="list-style-type: none"> <li>8. Provide event-specific disposal assistance to residents when applicable and when the need is identified.</li> <li>9. Get county-owned airports open.</li> <li>10. Demolish unsafe county-owned buildings.</li> <li>11. Coordinate hazard mitigation activities, with input from DEM, as the activity relates to land use planning and natural resource management.</li> <li>12. Inspect buildings in the aftermath of incidents that could damage structures and placard them to indicate habitability status.</li> <li>13. Conduct geo-technical inspections, as necessary, to ensure soil and slope stability.</li> <li>14. Speed economic recovery by taking steps deemed appropriate such as deferring permit fees and adding flexibility to the permit process.</li> <li>15. Enforce county building codes to ensure the safety of newly constructed and rebuilt facilities.</li> <li>16. Lessen or eliminate identified hazards inside existing buildings.</li> <li>17. Work closely with the DEM, Economic Development, and the Disaster Recovery Task Force in matters of building inspections, tagging unsafe structures, issuing permits, code enforcement and helping residents by providing information to facilitate the return to their homes, if possible.</li> <li>18. Provide a liaison to the EOC.</li> </ol>
<p align="center">Tacoma-Pierce County Health Department</p>	<ol style="list-style-type: none"> <li>1. Oversee and coordinate the care of the sick, injured, and deceased resulting from an emergency or major disaster.</li> <li>2. Promulgate and enforce emergency sanitation standards for proper disposal of garbage, sewage, and debris.</li> <li>3. Respond to and mitigate public health risks from infectious disease or hazardous materials spills.</li> <li>4. Oversee the safety of drinking water, food, and septic systems.</li> <li>5. Coordinate and mobilize medical resources in an emergency or major disaster.</li> <li>6. Coordinate with pre-hospital, hospital, and medical facilities.</li> <li>7. Provide input (in conjunction with Pierce County Human Services) on the coordination of mental health services for the public and health and medical personnel in collaboration with lead mental health provider OptumHealth Pierce RSN.</li> <li>8. Provide ongoing systems and methods for community surveillance with the goal of mitigating and reducing the impacts from local or regional events that could affect public health in Pierce County.</li> </ol>

**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

Support Agencies	ESF Responsibilities
Tacoma-Pierce County Health Department (continued)	9. Provide public health messaging and subject matter expertise to the JIC. 10. Ensure emergency shelters meet sanitation codes. 11. Coordinate public immunization and prophylaxis. 12. Coordinate distribution of Strategic National Stockpile (SNS) medications and equipment. 13. Coordinate with alternate care facilities for triaging and treating people during a public health emergency. 14. Coordinate planning and development of ESF #8 response plans and procedures with county health and medical partners to proactively prepare for future disaster events. 15. Provide a liaison to the EOC.

**VI. AREAS OF COORDINATION CROSSWALK**

The following table describes the typical functions concurrently active during incidents involving ESF #14. Other ESF annexes are listed as a reference to guide coordination.

Function	Agency	ESF Annex
Community Planning and Capacity Building Recovery Support Function	DEM	ESF #5
Economic Recovery Support Function	Economic Development Department	ESF #5
Health and Social Services Recovery Support Function	Human Services AND Tacoma-Pierce County Health Department	ESF #6 and ESF #8
Housing Recovery Support Function	Human Services	ESF #6
Infrastructure Systems Recovery Support Function	Planning & Public Works	ESF #3
Natural and Cultural Resources Recovery Support Function	Planning & Public Works AND Parks & Recreation	ESF #11

**VII. AUTHORITIES AND REFERENCES**

- Federal Emergency Management Agency (FEMA). 2017. *Pre-Disaster Recovery Planning Guide for Local Governments*. Washington, DC: DHS-FEMA.

- Pierce County Hazard Identification and Risk Assessment, March 2015.
- Pierce County Disaster Recovery Framework, November 2014.
- U.S. Department of Homeland Security (DHS). 2016. *National Disaster Recovery Framework, Second Edition*. Washington, DC: DHS.

**VIII. TERMS AND DEFINITONS**

- (See Appendices I and II)

**IX. ATTACHMENTS**

- (None)