

2015
EMERGENCY OPERATIONS PLAN
(EOP)

SEDGWICK COUNTY



**ESF 14 – Long-Term Community
Recovery**

Coordinating Agency:

- Sedgwick County Emergency Management

Primary Agency:

County Agencies

- Sedgwick County Board of County Commissioners (BoCC)

City Agencies

- City of Andale Government
- City of Bel Aire Government
- City of Bentley Government
- City of Cheney Government
- City of Clearwater Government
- City of Colwich Government
- City of Derby Government
- City of Eastborough Government
- City of Garden Plain Government
- City of Goddard Government

City Agencies - Continued

- City of Haysville Government
- City of Kechi Government
- City of Maize Government
- City of Mount Hope Government
- City of Mulvane Government
- City of Park City Government
- City of Sedgwick Government
- City of Valley Center Government
- City of Viola Government
- City of Wichita Government

Other Organizations

- Voluntary Organizations Active in Disaster (VOAD)

Support Agencies:

State Agencies

- Kansas Division of Emergency Management (KDEM)
- Human Needs Assessment Team
- Community Relations Team
- KSU Sedgwick County Extension Education Center
- Kansas Department of Health and Environment, Division of Environment
- Kansas Department of Wildlife, Parks and Tourism

County Agencies

- Central Plains Area Agency on Aging
- Sedgwick County COMCARE
- Sedgwick County Community Developmental Disability Org

County Agencies

- Sedgwick County Department on Aging
- Sedgwick County Communications Office
- Sedgwick County Appraisers Office

Other Organizations

- Sedgwick County Local Emergency Planning Committee (LEPC)
- Wichita Area Metropolitan Planning Organization (WAMPO)
- Wichita Independent Business Association (WIBA)
- Wichita Area Builders Association (WABA)

I. Purpose and Scope

A. Purpose

The purpose of ESF 14 is to coordinate the long term recovery of Sedgwick County in an efficient and effective manner.

B. Scope

The activities within the scope of this function include, but are not be limited to:

1. This ESF is structured to provide coordination during large-scale or catastrophic incidents that require assistance to address significant long-term impacts in the affected area.
2. Specifically the scope of ESF 14 is to:
 - a. Provide for coordinated measures and policies designed to facilitate recovery from the effects of natural and technological disasters, civil disturbances, or acts of domestic terrorism.
 - b. Provide for effective utilization of resources to support efforts to aid long-term community recovery, stabilize local and regional economies, and reduce or eliminate risks from future incidents.
 - c. Assist in coordinating the damage assessment process in order to determine the need for assistance.
 - d. Provide a government conduit and administrative means for appropriate voluntary and private sector organizations to assist Sedgwick County governments during the recovery and mitigation phases.
 - e. On-going and post-incident assessments of infrastructure and assessment of total damages including insured and uninsured losses.
 - f. Providing technical assistance to include engineering expertise, construction management, contracting and real estate services.

II. Concept of Operations

A. General

1. ESF 14 is organized consistent with the State of Kansas EOC and the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System in order to provide incident assessment, planning, procurement, deployment, coordination and support operations to Sedgwick County through the County Emergency Response Team, Area Operations and Regional Incident Management Teams (IMTs) to provide a timely and appropriate response to an emergency or situation.
2. Procedures, protocols and plans for disaster response activities are developed to govern staff operations at the Sedgwick County Emergency Operations Center (EOC) and in the field. These are in the form of Emergency Operations Plan (i.e., Base Plan) and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines, which describe ESF 14 capabilities. Periodic training and exercises are also conducted to enhance effectiveness.

3. In a large event requiring local or State mutual aid assistance, ESF 14 will work with its support agency counterparts to seek, procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 14 will evaluate and analyze information regarding the availability of volunteers and donated goods and services.
5. A volunteer representative will serve a liaison role at the Sedgwick County EOC to assist in coordination of all activities under ESF 14.
6. Requests will be made of the State of Kansas EOC ESF 14 and ESF 2 to assist in managing incoming volunteer and donations related calls placed from outside of Sedgwick County. This assistance will come by referring interested parties to the Kansas AID MATRIX website or by directing them to contact United Way 2-1-1. The Sedgwick County Emergency Management Public Information Officer will publicize the importance of outside callers using these locations for receiving volunteer and donation instructions prior to citizens sending donations or arriving for volunteer assignment.
7. Pre-designated warehouse space will be utilized by ESF 14 to receive, sort, inventory and redistribute donated goods to agencies and assisting organizations.
8. American Red Cross volunteer coordinators will establish reception centers adjacent to donations warehouse facilities.
9. Damage Assessment Types

Timely and thorough disaster assessments will allow the County to:

- Prioritize response operations
- Request mutual aid
- Alleviate human suffering
- Manage resources
- Minimize recovery time
- Document the need for State and/or Federal assistance
- Mitigate against future disasters
- Plan for long term recovery activities

Any of the hazards identified in the 2010-2040 Sedgwick County Multi-Hazard Analysis could cause extensive public and private property damage creating a need for disaster assessments.

The Sedgwick County EOC will monitor, collect, process and maintain disaster assessment information reported from the field. Additional information may come from emergency repair crews, other County or City employees, business and industry, private citizens and/or the media.

10. Rapid Assessments

In most cases, a rapid assessment will be completed within a few hours of the incident, while detailed assessments may take days or weeks. As additional information becomes available updates will be made to the County EOC and passed on through emergency management to KDEM. A rapid assessment is a quick evaluation of what

has happened and used to help prioritize response activities, allocate resources and determine the need for outside assistance.

During rapid assessments, emphasis will be placed on collecting and organizing information in a manner that will facilitate timely decision-making. This will allow both field personnel and the EOC to:

- Make informed operational decisions regarding public safety
- Set response priorities
- Allocate resources and personnel to the areas of greatest need
- Identify trends, issues and potential problem areas
- Plan for ongoing operations

It is anticipated that most rapid assessment information will be forwarded to the EOC from the field the by phone and radio. In most cases, enough rapid assessment information will come from first responders already in the field. But if the situation dictates, personnel may be deployed specifically to conduct damage assessments and to report information to the EOC as quickly as possible.

If the nature of the incident dictates, rapid assessments will include structural safety evaluations to determine building integrity and ensure the safety of emergency responders. This type of technical guidance will be provided to first responders as long as necessary.

If necessary, rapid assessments will also include safety inspections of critical facilities and infrastructure, such as hospitals, the EOC, potential shelters, evacuation routes, and others as needed. Rapid assessments will also include utility safety checks for electric hazards and combustible gas. The structural integrity of emergency shelters and other emergency facilities will be determined by the American Red Cross and Sedgwick County Public Works.

Based on information gathered during the rapid assessment phase, the EOC will decide when and where to conduct detailed disaster assessments.

Both rapid and detailed disaster assessments will consider private property damage (i.e., losses by persons and damage to residences and small businesses), as well as public damage (i.e., damage to infrastructure, including but not limited to roads, bridges, utilities, government facilities and private not-for-profit entities.

The rapid assessment will include information regarding the:

- Area or jurisdiction affected
- Known injuries
- Known fatalities
- Critical facilities damaged or destroyed
- Evacuations
- County emergency declared
- Mutual aid activated
- Any state or federal resources anticipated

Sedgwick County will work closely with the KDEM throughout the disaster assessment process. The Sedgwick County Disaster Assessment Teams and the Sedgwick County EOC will use disaster assessment forms consistent with those developed by KDEM to ensure a standard reporting method is used and that all damage assessment activities are conducted in accordance with State and Federal requirements.

In most cases, the ARC will also conduct assessments to determine the immediate needs of people affected by the disaster. The County will work closely with the ARC to share assessment information. Depending on the event, the ARC and members of the private sector may partner with the County to conduct joint disaster assessments.

In rare cases, the scope and magnitude of the event may dictate an expedited disaster assessment to gather enough information to justify a request for a major disaster declaration. If a Federal declaration is made before detailed disaster assessments are conducted, the detailed damage assessment will become a part of the ongoing recovery process.

11. Detailed Disaster Assessment

A detailed disaster assessment is needed to document the magnitude of public and private damage for planning recovery activities and to justify the need for State and Federal assistance. A detailed disaster assessment is also necessary to meet the information needs of the public, elected officials and the media. During detailed disaster assessments, emphasis will be placed on collecting and organizing information in a manner that will allow the EOC to:

- Evaluate the overall total scope, magnitude and impact of the incident
- Prioritize recovery activities
- Plan for ongoing recovery and restoration activities
- Project the total costs of long-term recovery
- Document the need for supplemental assistance

Detailed disaster assessments will generally begin following the completion of response activities to protect life and property or will be completed as additional disaster assessment information becomes available. Depending on the magnitude of the disaster, a detailed disaster assessment could last for days or even weeks.

Sedgwick County Public Works, in consultation with the EOC Team, will decide when the situation allows for detailed disaster assessments. Sedgwick County Public Works will contact, organize, brief and deploy detailed damage assessment field teams. In most cases, field assessment teams will be deployed to the damaged areas to gather information and report it to the EOC for analysis and reporting.

In addition to field assessments, it may be necessary for the Sedgwick County Public Works to assign personnel to estimate projected disaster costs to determine the need for State and Federal assistance. For example, the total cost of a large debris removal and disposal operation may be projected based on formulas applied to data already gathered from the field.

Detailed assessments will include information regarding the:

- Number of persons affected in disaster area
- Number of persons evacuated
- Number of shelters open
- Number of persons in shelter
- Number of confirmed injured
- Number of confirmed fatalities
- Number of confirmed missing persons
- Number of homes and businesses with damage:
 - Destroyed
 - Major
 - Minor
 - Affected
 - Uninsured loss:
- Number of homes in flood plain
- Number of acres burned
- Number of critical care facilities damaged:
 - Hospitals
 - Adult Day Care
 - Residential Health Care Facilities
 - Assisted/Independent Living Facilities
- Number of municipal or county owned facilities:
 - Fire, police, EMS, city hall, courthouse, schools
 - Road, bridge, infrastructure damage
 - Road closures
- Utility damage
 - Electric
 - Gas
 - Water
 - Wastewater/Sewer

12. County Declaration Issued

Private Property

- Detailed assessments on homes, apartment dwellings and businesses are needed to document the extent of damage to individuals, families and business.
- The number of private property damage assessment teams and team members required will be based on the scope and magnitude of the damage. Depending on the magnitude, the Kansas Assessment Team may be deployed by KDEM to conduct this assessment and placard buildings to indicate if they are safe to enter. The ESF #14 Coordinator will work with ESF #15 (Public Information and External Communications) Coordinator to ensure information regarding the meanings of inspection tags and markings are made available to the public.
- In addition to documenting the locations and extent of damage, the private property damage assessment teams should attempt to determine the socio-economic impact of the disaster on the affected community. For example, the loss of a major business or industry that creates a temporary unemployment situation.

Public Property

- Used to document the extent of damage to public facilities, roads, bridges, utilities and other publicly owned structures.
- Public property damage assessment teams should be comprised of individuals with construction estimating skills who are familiar with determining damage to public buildings, roads, bridges and other infrastructure.
- The number of public property disaster assessment teams and team members required will be based on the scope and magnitude of the damage. When requested, KDEM representatives will accompany and assist with the public property damage assessment process.
- Public property damage assessment team leaders will be assigned based on the type of damage to be assessed. Depending on the type of disaster, teams will be organized by expertise to document damage.

Both private property and public property damage assessment teams will collect detailed information and document it on the forms included as an attachment to this Annex. To the extent possible, photographs and video will be taken to provide documentation and historical references.

Depending on the nature of the disaster, a team of engineers and architects may be needed to assess the structural integrity of one or several buildings, as well as provide advice to emergency crews during initial rescue and recovery operations. In many cases, technical teams will be required to confirm initial damage assessments and determine the best course of action for repairs, demolition and/or rebuilding strategies. Kansas Division of Emergency Management may facilitate this by deploying a KAT member to the area.

13. Joint Preliminary Damage Assessments (PDAs)

Based on the extent of the damages, KDEM may initiate a Preliminary Damage Assessment (PDA). PDAs are joint local, State and Federal damage assessments used to document the need for supplemental Federal assistance. PDAs may be conducted to document the need for Individual Assistance (IA) Programs and/or Public Assistance (PA) Programs.

A County staff member will accompany all PDA Teams. In most cases, the staff member will have been a member of the Detailed Assessment Team and should be familiar with the damaged area(s). During a PDA, the role of the County staff member is critical, as they are to ensure all damage is observed and documented by KDEM, the Federal Emergency Management Agency (FEMA), the Small Business Administration (SBA) and any other agencies potentially providing assistance.

Based on the results of the PDA, KDEM may recommend that the Governor request a Presidential disaster declaration for Individual Assistance or Public Assistance, or both.

The County will work closely with the KDEM to ensure all types of disaster assistance are considered during the PDA process. For example, if the extent of damage does not warrant a Presidential disaster declaration, the SBA may announce a declaration to make low interest loans available to individuals and small businesses. Or if the disaster warrants, other types of Federal disaster assistance may be available to a local jurisdiction, such as funds from the Federal Highway Administration's (FHWA) Emergency Relief Program to repair damaged infrastructure.

If the County receives a Presidential Disaster Declaration based on a request from the Governor (see ESF #5 –Emergency Management for information regarding the declaration process), several programs may be made available to assist the County government, residents and businesses. Even without a Presidential disaster declaration, there are programs that may assist those affected by the disaster.

In some instances, local government may request immediate assistance from Federal agencies without a damage assessment, such as assistance from the Environmental Protection Agency for Hazardous Materials incidents or the Corps of Engineers for flooding events –these instances are described in the appropriate ESF and Special Incident Annexes.

14. Environmental Assessment

Assessing damage to the environment from a chemical and/or radiological: will be differentiated in the following categories:

- Damage to Containment Structures – Damage to chemical or radiological containment structures will be handled by specifically trained hazardous material technicians or radiological specialists (*Refer to ESF #10 Oil and Hazardous Materials*).
- Contamination – Contamination of water, air, food, and exposed populations or animals will be determined by city or county environmental specialists and/or hazardous material technicians with specialized training and equipment to make those determinations.
- Biological – In cooperation with Kansas Department of Health and Environment (KDHE), local hospitals, and other regional health departments, the County Health Department will provide disease monitoring. In addition, the County

Health Department will coordinate the collection and testing of biological samples with KDHE and the Center for Disease Control (CDC) (*See Biological Incident Specific Annex*).

The Sedgwick County Public Health Department will be responsible for inspecting food preparation and food and water supplies, and will assess the overall sanitation and living conditions in emergency facilities.

15. Other Considerations

- Coordination of displaced individuals with housing and other needs will be handled by VOAD members to include the United Way, Red Cross and Salvation Management through case management.
- Those with special needs will be addressed through the COMCARE, including behavioral health case work.
- The Sedgwick County Animal Response Team (SCART) will assist individuals with rejoining pets with their family members and provide assistance as needed.
- Large animals (i.e. livestock) will be coordinated through the Sedgwick County Extension Office for any agricultural assistance.

B. Direction and Control

1. The ESF 14 Coordinating Agency is Sedgwick County Emergency Management which is appointed by the Sedgwick County Emergency Management, in coordination with local planning partners. The staff serving as ESF 14 Coordinator is appointed by and located in the Sedgwick County Emergency Management. When ESF 14 support is necessary, the ESF 14 Coordinator coordinates all aspects of ESF 14.
2. ESF 14 complies with the National Response Framework, and the National Incident Management System (NIMS). The NIMS guides the direction and control system adopted by the Sedgwick County Emergency Management, which functions as the official disaster prevention, protection, response, preparedness, recovery, and mitigation organization within Sedgwick County.
3. The ESF 14 system operates in two arenas; 1) Sedgwick County EOC; 2) field locations.
4. During emergency activations, all management decisions regarding transportation for Sedgwick County are made at the Sedgwick County EOC by the ESF 14 coordinator. Under the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Sections at the Sedgwick County EOC assist the incident commander in carrying out the overall mission.

C. Organization

1. County
 - a. During an activation of the Sedgwick County EOC, support agency staff is integrated with the Sedgwick County Emergency Management staff to provide support.
 - b. During an emergency or disaster event, the Sedgwick County EOC Operations Section Chief will coordinate resource support with the Human Services Branch Chief.

- c. During the response phase, ESF 14 will evaluate and analyze information regarding volunteers and donations requests. Also, ESF 14 will develop and update assessments of the requirements for volunteers and donations in the impacted area and undertake contingency planning to meet anticipated demands and requirements.
 - d. The Sedgwick County Emergency Management will develop and maintain ESF14 and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Primary and support agencies should develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Framework, The National Incident Management System, the Incident Command System, and the Sedgwick County Emergency Operations Plan.
 - e. The Sedgwick County Emergency Management shall be represented in ESF 5 (Information and Planning) and support disaster intelligence collection and analysis as relates to the ESF 14 scope.
 - f. Individual organizations supporting ESF 14 will maintain contact with the Sedgwick County EOC ESF 14 liaison to advise them of status and response capabilities.
2. State of Kansas
- a. During an activation of the State of Kansas EOC, the Kansas Division of Emergency Management is the designated lead agency for State volunteer and donations services and will provide a liaison to facilitate requests for ESF 14 resources to local EOCs.
 - b. During an emergency or disaster event, the primary and support agencies of ESF 14 at the State of Kansas EOC will report to the Human Services Branch Chief who reports to the Response Section Chief under the overall direction of the SEOC Manager.
 - c. The Kansas Division of Emergency Management develops and maintains ESF 14 and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. However, support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the Sedgwick County Emergency Operations Plan.

D. Alerts and Notifications

- 1. The Sedgwick County Emergency Management and/or Sedgwick County Emergency Management will notify the County Warning Point (Sedgwick County Emergency Communications) when information comes to their attention indicating that an emergency or disaster situation is developing.
- 2. The County Warning Point (Sedgwick County Emergency Communications), will notify the “on call” Emergency Duty Officer and/or ESF Coordinator for ESF 14 when Sedgwick County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.
- 3. ESF 14 will be activated or placed on standby upon notification by the Sedgwick County EOC. The representatives or designees of the coordinating agency will

manage the emergency activities of ESF 14. If additional support is required, the ESF 14 coordinating and primary agencies may jointly manage ESF 14 activities.

4. Upon instructions to activate or placement of ESF 14 on standby, Sedgwick County Emergency Management will implement procedures to notify all ESF 14 planning team members and, if necessary, mobilize all personnel, facilities, and physical resources likely to be needed, based on the emergency circumstance.
5. When notified that the EOC has been activated, the ESF 14 coordinator will:
 - a. Conduct an immediate telephone survey of all Health and Human Service agencies to assess damage, determine ability to continue to provide services and determine support capabilities.
 - b. Establish contact with the Sedgwick County Public Information Officer to coordinate dissemination of media information relative to volunteers and donations.
 - c. Establish contact with the State of Kansas EOC ESF 14 coordinator to advise them of current situation, status and emerging needs.

E. Actions

Actions carried out by ESF 14 are grouped into phases of emergency management: Preparedness, Response, Recovery and Mitigation. Each phase requires specific skills and knowledge to accomplish the tasks and requires significant cooperation and collaboration between all ESF 14 agencies and the intended recipients of service.

Overall Actions Assigned to All Members	
<i>Preparedness (Pre-Event) Actions for ESF 14 - Long-Term Community Recovery</i>	
1	Maintain a central personnel roster, contact, and resource lists to support ESF-14 tasks.
2	Identify who is responsible for initial notification of ESF-14 personnel.
3	Identify responsibilities for liaison roles with state and adjacent county transportation officials.
4	Develop standard operating guides and checklists to support ESF-14 activities.
5	Train personnel on EOC operation, the Incident Command System (ICS) and the National Incident Management System (NIMS).
6	Collect, process, and disseminate information to and from the EOC.
7	Develop and maintain ESF-14 Annex.
8	Participate in training, drills, and exercises.
9	Develop mutual aid and other support agreements with surrounding jurisdictions and the private sector.
10	Inform all personnel of their emergency responsibilities.
11	Identify how long term community recovery efforts in support of emergency operations will be directed and controlled.
12	Identify the trained personnel or agency responsible for conducting an environmental assessment.

Overall Actions Assigned to All Members	
<i>Response (During Event) Actions for ESF 14 - Long-Term Community Recovery</i>	
1	Designate personnel to coordinate ESF-14 activities in EOC.
2	Manage the collection, processing, and dissemination of information between ESF-14 and EOC or incident command.
3	Provide field support for emergency responders at the scene.
4	Participate in EOC briefings, incident action plans, situation reports and meetings to support ESF14.
5	Work with the private sector to ensure the disaster related needs of the business community are met.
6	Coordinate with EOC and incident command to provide lists of long term recovery personnel staff.
7	Use impact assessment to identify number of persons affected, homes damaged/destroyed, and infrastructure losses to predict the ongoing need for long term recovery efforts.
8	Identify long term recovery efforts for individuals with vulnerable needs.
9	Identify long term recovery efforts for animal welfare and agriculture stakeholders.
10	Coordinate with ESF6 and ESF 8 to acquire long term mental health services.
11	Identify long term impacts of environmental issues caused by the disaster.
12	Communicate with ESF-15 the status of long term recovery efforts for public information purpose.
13	Identify and provide strategy to assist citizens with unmet needs.

Overall Actions Assigned to All Members	
<i>Recovery (Post Event) Actions for ESF 14 - Long-Term Community Recovery</i>	
1	Continue to perform tasks necessary to expedite restoration and recovery operations.
2	Return borrowed resources and those obtained through agreement, lease, or rental when those resources are no longer required.
3	Evaluate response and recommend changes to ESF-14 Annex to correct shortfalls and improve future response activities.
4	Provide documentation for possible financial reimbursement process for recovery activities.
5	Participate in after action meetings and prepare after action reports as requested.
6	Coordinate with ESF 6 and housing authorities for sheltering and short/long term recovery efforts.
7	Support community recovery activities.
8	Work with the State and Federal government to administer disaster recovery programs

Overall Actions Assigned to All Members	
<i>Mitigation Actions for ESF 14 - Long-Term Community Recovery</i>	
1	Participate in the hazard identification process and identify and correct vulnerabilities.
2	Participate in mitigation planning team meetings and work with local emergency management to promote community preparedness.
3	Develop and implement mitigation strategies.

Overall Actions Assigned to All Members	
<i>Mitigation Actions for ESF 14 - Long-Term Community Recovery</i>	
4	Support programs that provide individual assistance, public assistance, and hazard mitigation.
5	Provide ESF-14 representative for update of mitigation plan

III. Responsibilities

No additional responsibilities have been designated to agencies/organizations for this ESF.

IV. Financial Management

1. ESF 14 is responsible for coordinating with Sedgwick County Purchasing Department to manage ESF 14 expenses relevant to an event.
2. During a response, each agency/department funds disaster operations from their current operating budget and are responsible for recording and tracking agency expenditures. If a federally declared disaster exists, each agency is responsible for seeking reimbursement in accordance to the formula has established by the Federal Emergency Management Agency via the FEMA/State Agreement.
3. Expenditures by support entities will be documented by those entities and submitted directly to the Sedgwick County Purchasing Department or a designated Finance Service officer as soon as possible.

V. References and Authorities

REFERENCES

National Incident Management System (NIMS) - National Incident Management System (NIMS)

AUTHORITIES

1. 44 CFR Part 13 - 44 CFR Part 13 (The Common Rule) - Uniform Administrative Requirements for Grants and Cooperative Agreements.
2. 44 CFR Part 206 - 44 CFR Part 206 - Federal Disaster Assistance for Disasters Declared after November 23, 1988.
3. Public Law 93-288, as amended, 42 U.S.C. 5121 - Public Law 93-288, as amended, 42 U.S.C. 5121, et seq, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, which provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of State and local assistance efforts.