

**OHIO EMERGENCY OPERATIONS PLAN
EMERGENCY SUPPORT FUNCTION #14**

RECOVERY AND MITIGATION

- PRIMARY AGENCY:** Ohio Emergency Management Agency (OEMA)
- SUPPORT AGENCIES:** Adjutant General’s Department, Ohio National Guard (ONG)
Ohio Attorney General’s Office (AG)
Ohio Department of Aging (ODA)
Ohio Department of Development (ODOD)
Ohio Department of Insurance (DOI)
Ohio Department of Job and Family Services (ODJFS)
Ohio Department of Mental Health (ODMH)
Ohio Department of Mental Retardation and
Developmental Disabilities (ODMR/DD)
Ohio Department of Transportation (ODOT)
Ohio Environmental Protection Agency (OEPA)
Ohio Historic Preservation Office (OHPO)
American Red Cross (ARC)
Ohio Community Service Council (OCSC)

I. INTRODUCTION

A. Purpose

Emergency Support Function – 14, Recovery and Mitigation. The purpose of ESF-14 is to ensure the coordination of short- and long-term recovery and mitigation activities in Ohio for individuals, families, businesses, governmental entities and certain private non-profit organizations.

1. All incidents will require coordination with all ESF #14 Support agencies and Non-Governmental organizations; County Emergency Management Agencies; and various federal partners such as the U.S. Small Business Administration (SBA) and Federal Emergency Management Agency (FEMA).
2. These organizations will conduct needs assessments; damage assessments and information gathering actions in order to identify disaster-related, uninsured losses and types of supplemental assistance needed for short- and long-term recovery and mitigation; and administer grants and loans.

B. Various aspects of ESF-14 will be applicable to all incidents, regardless of cause or hazard, within the State of Ohio. These activities will be initiated, coordinated and

administered by various local, county, state and federal governmental entities and non-governmental organizations.

II. SITUATION

- A. Disasters will impact the State and its governmental entities, businesses and citizens.
- B. The State of Ohio may be impacted by hazards identified in the State's hazard analysis and vulnerability assessment to include natural; human-made to include but not be limited to chemical, biological, radiological, nuclear and explosive; technological; and terrorism.
- C. ESF-14 is applicable to all hazards.
- D. Not all incidents will require supplemental State or Federal assistance for recovery.
- E. Incidents exceeding insurance coverage and forms of assistance available from voluntary organizations may require supplemental State and/or Federal Disaster assistance for appropriate recovery.
- F. When incidents exceed response and recovery resources at the lowest level of private sector and governmental capabilities, the State will request supplemental state and/or federal disaster assistance.
- G. Catastrophic events or incidents of national significance will result in modified, expedited actions and will not follow routine information gathering and detailed analysis of data prior to seeking supplemental federal disaster assistance.
- H. Immediate, short and long-term recovery activities begin in the Ohio Emergency Operations Center (Ohio EOC) during the response phase. These activities may occur concurrently with ESF-6, Mass Care activities, which focus on immediate, emergency needs of impacted citizens and is separate from ESF-14 recovery assistance.
 - 1. Immediate ESF-14 recovery priorities are to save lives, stabilize the incident and preserve property; although these frequently overlap with the response phase. Specific immediate recovery priorities, depending on situational needs, are: emergency debris removal, delivery of potable water, support for aging and institutionalized populations, emergency temporary housing beyond basic sheltering, medical assistance programs, heating assistance programs and disaster related mental health assistance.
 - 2. Short-term ESF-14 recovery and mitigation priorities begin with coordinating damage assessment in the affected areas as soon as safe and practical after an event to determine the level and type of recovery assistance available. Assistance may come from the federal level or the state level and may include individual assistance and

- public assistance, described in Section V. Organization and Assignment of Responsibilities, C. Ohio Emergency Management Agency (Primary Agency). These short-term priorities will generally be those activities which are completed within 18 months following a presidential major disaster declaration.
3. Long-term ESF-14 recovery and mitigation priorities will generally be those activities which take more than 18 months for completion. Examples of these activities would be the repair or replacement of government-owned facilities under the FEMA Public Assistance Program permanent work, categories C through G. or the FEMA Hazard Mitigation Grant Program.
 4. Guidance is offered on damage assessment to local, county and state partners before, during and after an event to streamline the process of determining the level and type of assistance available through resources such as the Damage Assistance Tool Box and the Preliminary Damage Assessment Field Guide.
 5. Technical assistance is offered on short and long-term recovery priorities to local, county and state decision makers during a disaster on restoration of critical functions, services, vital resources, facilities, programs and infrastructure to the affected area. For example, Ohio EMA deploys field liaisons to impacted areas to advise local officials; the Ohio Department of Health assists by testing private water sources; the Ohio Environmental Protection Agency addresses drinking water and wastewater treatment plant issues; and the Public Utilities Commission of Ohio works with non-regulated electric cooperatives.
 6. Guidance is offered for state and federal individual and public assistance through regularly delivered recovery training courses on recovery programs, processes and procedures including restoration activities and associated plan development to ensure that guidance related to recovery priorities is understood during the incident. During a disaster, immediate technical assistance is provided to decision makers at all levels of government, individuals, and the private sector to assist with delivering relief programs and performing other recovery functions.
- I. Ohio EMA Disaster Recovery Branch and Mitigation Branch staff work closely with state, federal, and voluntary organizations to identify, coordinate and administer short- and long-term activities, including mitigation opportunities for affected individuals, families, businesses, certain private non-profit organizations and governmental entities.
 - J. During federal disaster declarations state and federal recovery and mitigation personnel co-locate in a Joint Field Office (JFO) that is usually located at a site as close as possible to the impacted area. The JFO serves as the coordination location for state/federal recovery and mitigation activities.
 - K. The state's recovery and mitigation activities will be coordinated by the State Coordinating Officer (SCO), the Governor's Authorized Representative (GAR), and the

State Recovery and Mitigation Team. At a minimum, the State Recovery and Mitigation Team includes the following:

1. The Chief of the Disaster Recovery Branch serving as the Disaster Programs Manager (DPM)
 2. State Public Assistance Officer (PAO)
 3. State Individual Assistance Officer (IAO)
 4. State Disaster Recovery Center (DRC) Coordinator
 5. State Hazard Mitigation Officer (SHMO)
 6. State Community Relations Liaison (ComRel)
 7. State Public Information Officer (PIO)
- L. Each of the State Recovery and Mitigation Team positions may be located at the State EOC and/or the JFO. Additionally, members of the State Recovery and Mitigation Team may have a FEMA counterpart with whom they will coordinate their respective responsibilities.
- M. Short- and long-term recovery and mitigation activities will begin at the Ohio EMA EOC and may extend to the JFO. Long-term activities will be continued after the closure of the FEMA JFO and will be conducted from the Ohio EMA EOC. Long-term activities may take years to complete.

III. ASSUMPTIONS

- A. Activation of ESF-14 is contingent upon the need to recover from a disaster.
- B. Disasters will occur in the State of Ohio which will exceed insurance coverage, voluntary, county and state capabilities. Supplemental state and/or federal disaster assistance will be necessary for short and long-term recovery.
- C. Disaster assistance is supplemental and does not supplant insurance or existing capabilities.
- D. Implementation of ESF-14 will require partnerships between local, state, federal and voluntary organizations.
- E. Recovery activities are dependent upon rapid, thorough and accurate damage assessments, conducted in coordination with local EMA Directors and officials in impacted areas.

- F. OH EMA will coordinate the State's recovery and mitigation activities with county, state and federal agencies and departments and voluntary organizations.
- G. Actions identified in ESF #14 may be increased or decreased to meet the needs of the actual event.
- H. Ohio EMA will provide training for short- and long-term related activities and programs to include damage assessment, debris management planning, cost documentation and recovery and mitigation for local, state and voluntary organization personnel.
- I. Short and long term recovery priorities will be ever-changing as the event progresses.

IV. CONCEPT OF OPERATIONS

- A. Ohio Emergency Management Agency (Ohio EMA) is the primary agency for ESF-14. OH EMA Recovery and Mitigation personnel will staff the Ohio Emergency Management Agency Emergency Operations Center and Assessment Room and coordinate with appropriate support agencies, Federal partners, County EMAs and local governmental entities.
 - 1. ESF-14 will coordinate Preliminary Damage Assessment (PDA) activities.
 - 2. Initial PDAs identify the extent of damage to homes, businesses, public facilities, and the extent to which immediate emergency needs of the public are being met.
 - 3. Initial County damage assessment information will assist with determining whether the State needs to conduct damage assessment for State disaster recovery programs, various Federal disaster assistance programs or a combination of both State and Federal assistance.
 - 4. Generally, County EMA Directors conduct initial PDAs and forward the results to the State EOC or Assessment Room.
 - 5. State PDAs will quantify and define the scope, magnitude and impact of the incident. An analysis of the data will be used to determine if there is justification for a joint local, state and federal PDA.
 - 6. All PDAs conducted by State and/or Federal teams will be coordinated with local government through County EMAs.
 - 7. The need for the State to conduct PDAs in the Counties will be supported by the initial assessments and findings provided by County EMAs from the impacted localities.

8. State PDA personnel will be provided with the resources necessary to safely and expeditiously complete these assessments.
9. In a catastrophic event where damage is extensive, a Presidential Disaster Declaration may be justified based on flyovers and reports from the site. PDAs may be conducted later to guide the recovery effort in the absence of damage assessments.
10. Mitigation staff may participate in PDAs to document Hazard Mitigation Grant Program success stories based on HMGP projects as well as identify potential mitigation projects.
11. The Executive Director of Ohio EMA will receive analyzed data and recommendations from the Disaster Recovery Branch. Based on the analysis of damage assessment, the Disaster Recovery Branch (DRB) will determine if damages warrant provision of supplemental disaster assistance from State Programs or justify a request by the Governor for federal assistance. If the decision is to seek federal disaster assistance, the DRB will prepare the appropriate request for the Governor's signature.
12. ESF-14 will coordinate with ESF-6 in order to continue to consider and refine as necessary short and long term priorities with all appropriate agencies and non-governmental organizations, such as the American Red Cross and Ohio VOAD.
13. Ohio EMA will follow the "EOC Transition to the FEMA Joint Field Office (JFO) Procedure."
14. A long-term recovery committee will be established as necessary.

B. Levels of Government

1. Federal

- a. For an incident which threatens the State's public health and safety but would not meet the criteria for a major disaster declaration, the Governor may request an *Emergency* designation of a disaster.

An Emergency is defined in the Stafford Act as, "any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States." Typically, assistance provided under an Emergency is limited in scope.

- b. When an incident occurs which exceeds local, state and voluntary capabilities necessary to recover and the PDA information defines the magnitude, scope and

impact from the event, the Governor may request a *Major* disaster declaration from the President.

A Major declaration is defined in the Stafford Act as, “any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.” Federal disaster assistance provided under this designation is more comprehensive and is not limited in scope as is assistance provided under an Emergency designation.

- c. During a federally declared disaster, primary federal ESF-14 agencies are:
 - i. Department of Homeland Security/Federal Emergency Management Agency
 - ii. Department of Agriculture
 - iii. Department of Commerce
 - iv. Department of Housing and Urban Development
 - v. Department of the Treasury
 - vi. Small Business Administration
- d. The State ESF-14 will coordinate with the Federal ESF-14 agencies at the Ohio EOC, in the declared disaster areas and/or at the FEMA Joint Field Office.
- e. Federal ESF-14 will support state assessments, response, recovery and mitigation activities.
- f. A limited Agency-only declaration from SBA, requires the Governor to provide a written request that certifies the IA damage meets SBA’s declaration criteria and the PDA supports the request.

2. State

- a. Ohio EMA is the state liaison between state ESF-14 and federal ESF-14 agencies and organizations.
- b. The following State organizations offer assistance programs that localities may apply for in order to recover from disasters. This assistance is limited in scope and may not be sufficient for long-term recovery. Given this situation, the State may still need to seek supplemental Federal disaster assistance and will do so. The organizations include but are not limited to the following actions:
 - i. Water and Sewer Rotary Commission - Long-term, interest-free loans to localities for sewer and water line repair.

- ii. Ohio Public Works Commission - Up to 90% grants to repair/replace locality roads, bridges, waste facilities, and sewers.
 - iii. Ohio Department of Development - Loans and grants to repair/replace water, sewer lines, roads, bridges, etc. to localities.
 - iv. Ohio Water Development Authority - Long-term market interest rate loans to localities for drinking water, wastewater, and construction projects.
 - v. Ohio Environmental Protection Agency - Below market rate loans to localities for publicly owned wastewater treatment facilities and non-point source water pollution control projects.
 - vi. Ohio Controlling Board - Emergency Purposes Fund money administered by the Ohio EMA through the State Disaster Relief Program (SDRP) to assist localities in recovery efforts.
 - vii. State of Ohio Individual Assistance Program (State IA) – administered by the Ohio EMA. Disaster assistance for homeowners and renters with uninsured losses and damages caused by a disaster declared locally, by the Governor and the SBA.
- c. The Ohio EMA will request supplemental federal assistance through the Federal ESF-14 lead, FEMA if state recovery resources are not adequate or available.

3. Local

- a. Requests for emergency assistance will be forwarded to the Ohio EMA by County EMA(s).
 - b. County EMAs will serve as local liaison between the Ohio EMA and impacted governmental entities.
 - c. All damage assessment information must be provided by the County EMA to the Ohio EMA.
4. The Agency Comparison Chart for ESF-14 Organizations lists the organizations in the Federal ESF-14 of the National Response Plan and coordinating agencies at the state and local level.

<u>State Organization</u>	<u>Federal Organization</u>	<u>Local Organization</u>
Ohio Emergency Management Agency	U.S. Department of Homeland Security/FEMA	County EMAs

Adjutant General's Department/Ohio National Guard	U.S. Department of Defense	*
Attorney General	U.S. Department of Justice	County Prosecutors
Ohio Department of Aging	*	Local Area Offices on Aging
Ohio Department of Development	U.S. Department of Housing and Urban Development	
Ohio Department of Insurance	*	*
Ohio Department of Jobs and Family Services	U.S. Department of Health and Human Services	County DJFS Offices
Ohio Department of Mental Health	National Institute of Mental Health	Local Mental Health Boards
Ohio Department of Transportation	U.S. Department of Transportation	*
Ohio Environmental Protection Agency	U.S. Environmental Protection Agency	*
Ohio Historic Preservation Office	U.S. Department of the Interior	*
American Red Cross	American Red Cross	Local ARC Chapters
Ohio Community Service Council	*	Local Voluntary Organizations

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

The following organizations have these specific emergency responsibilities with respect to recovery efforts. All organizations maintain their own internal command and control structures during emergency operations.

B. All Organizations of State Government

1. Serve on Damage Assessment and/or Mitigation Teams as required.
2. Provide personnel to temporarily support short and long term recovery activities as required.
3. Coordinate with Ohio EMA for the identification of disaster recovery programs and assistance.

4. Provide personnel for temporary duty to Disaster Recovery Centers.
- C. Ohio Emergency Management Agency (Primary Agency)
1. Continue EOC emergency response and recovery priorities necessary to save lives, stabilize the incident and preserve property.
 2. Coordinate recovery activities with all other emergency support functions.
 3. Provide guidance before, during and after disasters on short and long term recovery activities involving individual assistance:
 - a. The State Individual Assistance Program
 - b. Federal disaster assistance programs available through FEMA and the Stafford Act Programs as well as the U.S. Small Business Administration (SBA) disaster loan program.
 4. Provide guidance before, during and after disasters on short and long recovery activities involving public assistance:
 - a. The State Disaster Relief Program
 - b. Federal disaster assistance programs available through FEMA and the Stafford Act Programs as well as the SBA.
 5. Coordinate, review and analyze statewide damage assessment and recovery efforts.
 6. Make recommendations to the Governor concerning requests for federal disaster declarations and prepare Governor's letter requesting federal assistance.
 7. Coordinate the development and dissemination of various forms of information pertaining to state and federal emergency recovery assistance available to public and private agencies, organizations, individuals, and families with the Joint Information Center and ESF #5.
 8. Administer grant and loan programs in cooperation with other state and federal organizations to political subdivisions for disaster recovery.
 9. Ensure prompt disbursement of disaster assistance funds to individuals and government throughout the recovery period.
 10. Provide technical information, advice, and assistance in procuring available Federal and State emergency assistance.

11. Coordinate state organizations to provide personnel to serve on damage assessment or mitigation teams based upon the nature of the disaster.
12. Provide damage assessment/recovery training to participating state and voluntary organizations, including Ohio EMA personnel.
13. Coordinate with federal personnel in the Joint Field Office (JFO) and at the site of the disaster for assessment/recovery activities.
14. Work with FEMA, other state agencies and non-governmental organizations to establish a long-term recovery committee, as necessary.

D. Assignment of Responsibilities

1. Adjutant General's Department, Ohio National Guard
 - a. Provide equipment and personnel for emergency debris removal missions.
 - b. Deliver potable and non-potable water.
 - c. Provide aviation support.
 - d. Provide engineering reconnaissance.
 - e. Provide demolition and/or emergency repairs or stabilization of unsafe public structures.
2. Attorney General
 - a. Conduct or assist in the investigation of potential/reported fraud associated with disaster assistance.
 - b. Recover or assist in the recovery of State and/or Federal disaster funds provided through error, misrepresentation, or fraud or if funds are inappropriately spent.
 - c. Conduct appropriate action designed to assure effective consumer protection during emergency response and recovery.
3. Ohio Department of Aging
 - a. Coordinate with area agencies on aging and related service providers to assure that the immediate needs of those in affected areas addressed and continue to provide a broad-range of support and assistance to older disaster victims located within their respective service areas..

- b. Inform older disaster victims and their families of disaster programs and other assistance, including referring older disaster victims to the National Tele-Registration Center and/or assist with the tele-registration process.
 - c. Assist older disaster victims in establishing eligibility and completing applications for disaster assistance programs. Provide follow-up and advocacy to assure that individuals are able to complete the application process and/or receive eligible assistance.
 - d. Inform older disaster victims, aging network staff and emergency management staff of services the Area Agencies on Aging and related service providers can provide including but not limited to alternative housing, home repair, chores, meals and counseling.
 - e. Coordinate with Area Agencies on Aging to identify and address unmet and long-term recovery needs among the elderly populations in the disaster area.
 - f. Collaborate with disaster relief organizations to address unmet and long-term recovery service needs of older disaster victims.
 - g. Represent the needs and interests of the aging network and older adults at the State and local EOCs.
 - h. Coordinate the Aging Network's presence at DRC during a state or federally declared disaster.
4. Ohio Department of Development
- a. Maintain and update inventory of the programs offered by the community action agencies in the state that could be called upon to provide direct service or technical assistance at the site.
 - b. Upon request of Ohio EMA, assist with the identification of available housing in communities impacted by a disaster and coordinate referrals of disaster victims to appropriate emergency housing to meet short and long-term needs.
 - c. Coordinate with Ohio EMA for long-term recovery assistance for individuals, businesses, and governments in the affected jurisdiction.
 - d. Assist Ohio EMA in the coordination and administration of applicable federal disaster assistance programs.
 - e. Process applications and coordinate with Ohio EMA concerning the use of Community Development Block Grants (CDBG) and Imminent Threat Grants (ITG) and other state/federal disaster assistance programs.

- f. Provides representation on the State Hazard Mitigation Team for long-term recovery activities.
5. Ohio Department of Insurance
- a. Investigate any complaints against insurance companies doing business in the state.
 - b. Assist in the administration of insurance programs following a disaster.
 - c. Provide information to individuals, governments and businesses on insured losses to assist with damage assessment, recovery and mitigation, for both immediate needs and long-term recovery.
6. Ohio Department of Job and Family Services
- a. Coordinate with county human services departments for the implementation of a comprehensive program of emergency assistance to families following a disaster:
 - i. Temporary Assistance to Needy Families (TANF)
 - ii. Federal Disaster Emergency Food Stamp Program
 - iii. Federal Disaster Unemployment and Re-Employment Assistance
 - iv. Medical assistance programs
 - v. Heating Emergency Assistance Program (HEAP)
 - vi. Provide representatives as needed to give advice and assistance to disaster affected individuals.
 - b. Assist private relief organizations and/or public agencies in distributing emergency supplies to meet immediate needs.
 - c. Process requests, assist in reuniting families and provide missing person information as required.
 - d. Assist employees in solving special employment problems that may arise as the result of a disaster.
7. Ohio Department of Mental Health
- a. Provide temporary shelter as available in behavioral healthcare facilities.
 - b. Coordinate the activities necessary to provide the staff, supplies and facilities to treat victims suffering from disaster-related mental disorders in the immediate aftermath on a disaster and over the long-term.

- c. Provide representatives to assist the local Mental Health and/or joint Alcohol, Drug Addiction and Mental Health Services Boards and Regional, County and Community Mental Health Centers in giving supportive services and treatment to disaster victims.
 - d. Provide behavioral health clinical consultation services to OH EOC representatives.
8. Ohio Department of Transportation
- a. Support the transport of state emergency personnel, goods and services to the disaster site for short term, immediate needs.
 - b. Provide waiving of permit fees and prioritize processing permit requests for emergency response and recovery activities.
 - c. Assist support agencies for emergency transportation response and recovery activities by providing fuel and maintenance for state vehicles.
 - d. Provide aviation support and coordination through the Division of Aviation.
9. Ohio Environmental Protection Agency
- a. Provide technical assistance and regulatory oversight for debris removal activities.
 - b. Inspect and evaluate public water following state-declared emergencies.
 - c. Provide boil alerts and advisories for public water supplies in impacted areas.
 - d. Provide technical assistance for environmental concerns, spills, etc.

10. Ohio Historic Preservation Office

- a. Provide technical advice during the long-term recovery process to affected jurisdictions concerning historical property/artifacts destroyed or harmed by a disaster.
- b. Provide personnel to serve on Damage Assessment and Damage Survey teams with respect to losses and repairs for public historical sites and artifacts.
- c. Review Hazard Mitigation projects to ensure compliance with all appropriate State and Federal requirements, regulations and laws.

11. American Red Cross

- a. Open and staff ARC shelters to meet the immediate need of disaster victims.
- b. Activate Disaster Welfare Inquiry services.
- c. Provide fixed and mobile feeding sites; assist with delivery of snacks, ice and potable water.
- d. Provide crisis counseling at ARC shelters, during ARC damage assessment activities and with the provision of emergency services.
- e. Provide emergency services to include limited funds; mass care shelters; hotel/motel/rental assistance; emergency medical assistance; and health screening.

12. Ohio Community Service Council

- a. Coordinate with all organizations in ESF-6.
- b. Monitor and report on mass care activities throughout response and recovery.
- c. Coordinate volunteer activities except Donations and Volunteer Management Support Annex functions.

VI. RESOURCE REQUIREMENTS OF ESF-14-RECOVERY AND MITIGATION

Each ESF-14 organization maintains internal standard operating procedures (SOPs) and checklists that detail the logistical and administrative support arrangements internal to its organization. Additional support needs during an emergency may be requested through the Ohio EOC to ESF-7, Resource Support.